



Project Completion Report

PCR

Project Name: National Population and Housing Census Program

Country: SURINAME

Sector/Subsector: Modernization of State

Original Project Team: Gloria Ospina (RE3/SC3) Project Team Leader; Dougal Martin (RE3/OD6); James Campbell (COF/CSU); Valnora Leister (LEG/OPR); William Brooner (Consultant); Ive Barreiro (Consultant); Mercedes Rochac (RE3/SC3) and Nohra Salazar (RE3/SC3)

Loan Number: 1446/OC-SU

QRR Date: 28 April 2010

Final Approval Date: 11 May 2010

PCR Team: Benjamin Santa Maria, Project Team Leader (ICS/CTT and CSU, from mid-2008 to closing) and PCR Team Leader; Mariko Russell (ICF/ICS), Peer Reviewer; Nathalie Hoffman (ICF/ICS) and Lancelot Busby (Consultant)

Acronyms and Abbreviations

ANCO	Assistant National Census Officer
CARICOM	Caribbean Community and Common Market
CBB	Central Bureau for Civil Registration
CELADE	<i>Centro Latinoamericano de Demografia</i>
CPI	Consumer Price Index
CS	Country Strategy
CSU	IDB's Country Office in Suriname
DNCO	Deputy National Census Officer
EC	Establishment Census
ECLAC	Economic Commission for Latin America and the Caribbean
EDP	Electronic Data Processing
GBS	Algemeen Bureau voor de Statistiek -ABS (General Bureau of Statistics - GBS)
GDDS	General Data Dissemination System
GDP	Gross Domestic Product
GOS	Government of Suriname
HBS	Household Budget Survey
HQ	IDB's Headquarters in Washington, D.C.
ISIC	International Standard Industrial Classification
LMS	Loan Management System
MDG	Millennium Development Goals
MOF	Ministry of Finance
MOL	Ministry of Labor
MPDC	Ministry of Planning and Development Cooperation -PLOS
MTR	Mid-Term Review
M&E	Monitoring and Evaluation
NCO	National Census Officer
OPMAS	IDB Operations Management System (used to ensure compliance with contractual clauses)
PCR	Project Completion Report
PES	Post-Enumeration Survey
PEW	Project Exit Workshop
PLOS	Ministry of Planning and Development Cooperation
PMT	Proxy Means Testing
PPMR	Project Performance Monitoring Report
REDATAM	Retrieval of Data for Small Area by Microcomputer
TC	Technical Co-operation
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
US	United States
SOZAVO	Ministry of Social Development

Table of Contents

I. Basic Information	4
II. The Project	5
A. PROJECT CONTEXT	5
B. PROJECT DESCRIPTION	6
C. QUALITY –AT- ENTRY REVIEW	8
III. Results	9
A. OUTCOMES	9
B. EXTERNALITIES	12
C. OUTPUTS	12
D. PROJECT COSTS	15
IV. Project Implementation	15
A. ANALYSIS OF CRITICAL FACTORS	16
B. BORROWER/EXECUTING AGENCY PERFORMANCE	17
C. BANK PERFORMANCE	17
V. Sustainability	18
A. ANALYSIS OF CRITICAL FACTORS	18
B. POTENTIAL RISKS	19
C. INSTITUTIONAL CAPACITY	19
VI. Monitoring Evaluation	20
A. INFORMATION ON RESULTS	20
B. FUTURE MONITORING AND EX-POST EVALUATION	21
VII. Lessons Learned	21

Annexes

1. Project Costs.
2. Exit Workshop Minutes.
3. List of supporting documents.
4. Final Project Execution Report, January 2003-March 2009, prepared by the Executing Agency.
5. Final End of Project Review, February 2009.

I. Basic Information

BASIC DATA (AMOUNTS IN US\$)

PROJECT NO: SU0025

TITLE: NATIONAL POPULATION AND HOUSING CENSUS PROGRAM

Borrower: THE REPUBLIC OF SURINAME
Executing Agency (EA): GENERAL BUREAU OF STATISTICS

Date of Board Approval: 18 DECEMBER 2002
Date of Loan Contract Effectiveness: 07 MARCH 2003

Date of Eligibility for First Disbursement: MARCH 13, 2003

Loan(s): 1446/OC-SU
Sector: REFORM/MODERNIZATION OF STATE

Months in Execution

* from Approval: 87 MONTHS

* from Contract Effectiveness: 84 MONTHS

Lending Instrument: INVESTMENT/SPECIFIC INVESTMENT OPERATION

Disbursement Periods

Original Date of Final Disbursement: 07 SEPTEMBER 2007

Current Date of Final Disbursement: 31 MARCH 2009

Cumulative Extension (Months): 23

Loan Amount(s)

* Original Amount: 3,365,000

* Current Amount: 3,629,437.40

* Pari Passu (if applicable): 76.42%

Were funds redirected away from this Project? [N]

[X] N/A (*Please check one*)

Amount US\$: N/A

Project and/or sub loan number(s) to which funds were redirected: N/A.

Project and/or sub loan number (s) from which funds were redirected: 1446/OC-SU

Poverty Targeted Investment (PTI): NO

Social Equity (SEQ): NO

Environmental Classification: N/A

Disbursements

* Amount to date: 100%

Total Project Cost (Original Estimate): 4,482,000

On Alert Status

Is project currently designated "on alert" by PAIS: NO

If yes then why is the project on alert (DO , IP Ratings and/or relevant PAIS indicators):

Comments on relevance of "on alert" status for this project (if applicable):

SUMMARY PERFORMANCE RATINGS

DO	<input checked="" type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
IP	<input type="checkbox"/> Highly Satisfactory (VS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
SU	<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

II. The Project

a. Project Context

The Sixth Population and Housing Censuses of Suriname was approved for funding by the Bank in 2002, and became fully operational, but due to an act of arson, the ill-fated Sixth census gave rise immediately to the Seventh population census, with an amendment to the loan agreement; later on it was admitted the addition of the conduct of two subsidiary projects funded with the available balance.

Statistics have been scarce in Suriname for several reasons despite seven population censuses executed: in 1921, 1950, 1964, 1972 and 1980 when results were flawed due to enumeration issues in the interior regions, hence figures were published until 1992. The General Census Law of October 1st, 1949 established a framework for periodic censuses with a periodicity of 10 years. The organization was not permanent and had to be constituted every time that a census was due. The Census officer was under this arrangement, appointed by the Governor (now President). A temporary advisory body – The Census Council – would assist the census officer and bureau.

The arrangement aforementioned did not result in continuity or build-up of experience and expertise in Census taking and led to disastrous results in one census when the processing of the questionnaires could not be satisfactorily completed. The lack of acquired experience and expertise at the Statistical Office resulted in the unavailability of an adequate frame from which to draw respectable samples for population-based sample surveys. The best available sampling frame for many years was the register of the Electricity Company which was essentially a Paramaribo-based frame. Representativeness of a country-wide survey was therefore compromised. A new Government elected in May 2000, disbanded the census bureau that had been established in 1999 and the new National Census officer formed a temporary Census Office staffed by GBS staff and temporary consultants.

Initiatives on the part of UNDP-ECLAC and the Bank within the past two decades have resulted in a strengthened statistical office with a greatly improved capability and skill set, more data to analyze the performance of the Suriname economy and society and a capability of conducting a census superior to any census taken in earlier times. The availability of a sampling frame now results in more representative samples being drawn and the resultant higher quality of data to be analyzed. Specifically, Bank support for GBS and Census preparation in Suriname between 1992 and 2003 included four TCs¹ that involved a gradual process of technical institutional strengthening. Furthermore, using available balances, GBS procured basic office equipment to restart operations after the fire event.

The UNFPA supported the GBS in the conceptualization of the census activities and methodology through a special mission in 2001, and the US Bureau of the Census trained staff involved in data processing. The GOS cleared its payment arrears with the IDB in June 2001 and requested a Bank mission to resume preparation of the loan, which the Bank did in November 2001. Given the importance of institutional permanency and independence for the sustainability of the activities of

¹ Including: (i) in 1992 a non-reimbursable TC (ATN/SF-3914-SU) of US\$30,000, (ii) a subsequent non-reimbursable TC in 1996 (ATN/SF-5124-SU) of US\$1.7 million for the institutional strengthening of the GBS; (iii) in 1997 a regional non-reimbursable TC (ATN/SF-5827-RG executed by CELADE) to provide training in the compilation of management of census data, and (iv) non-reimbursable TC (ATN/SF-7747-SU) of US\$70,000 to prepare the 2000 Census with focus on urgent preparatory activities until the approval of Bank loan prepared in 2003 for US\$3,365.00 for grounding of the 6th Population Census and the analysis and publication of the results. Using remaining funds available GBS procured basic office equipment to restart operations after the fire event aforementioned.

this program, the GOS and the Bank agreed during the preparation of the project that it would not be submitted for the consideration of the IDB's Board of Executive Directors until the Statistics Law was approved by the National Assembly. Finally, the loan operation was approved in December 2002, the loan agreement signed on March 3rd, 2003, and conditions for first disbursement had been met by mid-March, 2003.

The Census activities were fully operational, and the census day was 31st March 2003. On 5 August 2003, a fire destroyed the GBS' wooden-built premises including most of the office equipment and materials procured with program funds for preparation and the initial execution. Not only filed surveys were destroyed in the fire but also the completed census forms before they were computerized, leaving the data for the Sixth Census incomplete. According to the police report, the fire was an act of arson.

As new legislation was required, the Government therefore approved the undertaking of a new census – the 7th Population Census – in August 2004, and subsequently and immediately a second loan was approved by the Bank for US\$847,145 due to the loss of census information. Thus amount of the financing approved for the program was US\$4,212,145; the funding sources were different and that also explains why the loan is always shown as two operations in LMS.

The target date for the completion of the analysis of the population census data and their release was set for November 2006. The Seventh Population Census was executed and for reasons reported on elsewhere in the documentation of the project, two surveys were added – the EC, and the HBS. Certainly, this changed the fit between the title of the project and the actuality as reflected in the extra activities.

Census results showcase at the present time that Suriname is multi-cultural, sparsely populated country with inhabitants estimated at 509,970 persons; the population density is 3.0 per km². The majority of the population resides along the coast in a narrow strip of land representing 10% of the national territory. The capital city and the District of Wanica (Urban area of the country) contain about 68 % of the national population but only 0.4% of the national territory.

b. Project Description

The specific and immediate objective of the Program was to plan and execute the Sixth General Population Census, and analyze and disseminate its results within two and a half years of enumeration. Thereafter, the Seventh General Population was immediately executed, and later on development objectives were identified for the EC and the HBS at the time of their addition to the set of activities to be funded from the "census" budget.

i. Development Objectives

The development objectives of the National Population and Housing Census Program were two:

1. To provide the government, the private sector and the scientific and research community with up-to-date, accurate and comprehensive demographic, social, economic and cultural data that can be used for national and regional planning, as well as for research purposes; and
2. To strengthen the national capacity in collecting, processing and analyzing data resulting from population and housing censuses.

The specific and immediate objective of the Program was to plan and execute a General Population Census program, and analyze and disseminate its results within two-and-a-half years of

enumeration. Another objective was to provide means to verify the adequacy of the continuous Population Register of the Civil Registry Office.

The development objectives of the original project, the Population Census were unchanged. Objectives were identified for extra activities as the EC and the HBS approved by the Bank on the 27th of April 2007, with the "Census" budget available.

Regarding the EC, the aim was to (i) undertake a listing to develop a useable and up-to-date business register in December 2007 depicting the situation as of December 2006, and (ii) collect better quality baseline data for Establishments Statistics and National Accounts. With respect to the HBS the objective was to (i) conduct a Household Income and Expenditure Survey in 6 Districts of Suriname, and (ii) provide representative items and their respective weights for a new basket of goods and services to be priced for an updated consumer price index.

According to active Senior Procurement Specialist based in Trinidad and Tobago country office who participated during project preparation in the original design of the project, the need to update and improve the geographical coverage of other surveys such as the EC and the HBS had been identified before project design. These extra activities, however, were not included in the loan operation. One interview with a retired Bank Representative confirmed that the HBS had been considered from the earliest days of the project design –this type of survey had been conducted in the country since 1952.

He spoke of some initial difficulty on the part of the GBS staff to undertake various surveys simultaneously to the Census, particularly the HBS. He also argued that the EC was not included in the initial design for the project but could have been included at the time of the restructuring of the loan as a result of the fire. When the Population Census was in its final stages the IDB specialist overseeing the project retired.

There is a school of thought that permits of the addition of activities to a project as long as they can be justified as being germane to the approved project. In this case, for planning purposes a country must carry out other surveys to obtain data to enable cross-checking. Thus, the extra activities to replace outdated surveys definitely did contribute to the achievement of the first development objective, and provided a basis for further advances. Although significant was the fact that the Bank did not advise the executing agency system to break LMS out as to follow related expenses accordingly. For this reason, differences are being still reconciled in 2010.

This is counterfactual. The census operation was developed as a classical project; however during implementation the approach followed was to use available balance to continue activities. Another option would have been to close off the original project and design subsequent stand-alone operations, following all Bank approval processes over 6 or 8 months period. Finally both Borrower and the Bank adopted the "open enterprise" approach to the use of the available funds to collect other data that may become a determinant of economic, social or other state of affairs nationally².

Main changes in the project were an amendment of loan contract to increase financing to cover the cost of the losses from the fire, two extra activities, and extensions of final deadline for disbursement accordingly. The project ran longer than originally planned because of (i) contract amendment, but keeping the same development objective, and (ii) two additional surveys; extensions were granted

² Program design was driven by the Bank's model for a census operation as developed in other countries, and the subsequent collection of additional data in 2007 that can feed into topical studies and policy discussions in sectors like income levels, education, and others may represent or not a consensus view among the community of census consultants. Technically, nothing included appears harmful.

consequently at the request of the Bank to have GBS develop and implement an expanded project after the budget position revealed a surplus.

Although a statement was found in the reporting form for December 2006 in the sense that the amendatory loan enabled GBS to execute two additional surveys, the former in fact did not include any specific provision about extra activities. The only evidence found in country office records was a letter dated 27th of April 2007 to the MOF signed off on by the Representative (instead of a Sector Specialist either in COF or HQ) granting no objection to use loan resources for both the EC and HBS, with estimated amount of US\$522,264 and US\$265,500, respectively. One more time, this may be a 'grey' area in terms of Bank's procedures.

ii. Components

The Program consisted of three groups of technical activities executed in phases:

1. **Pre-Census Enumeration Phase.** It consisted of all preparation, planning and coordination activities required to lay out the technical and organizational ground work for implementation of the Census: GBS staffing, equipment, supplies and materials, outside technical support and staff training activities;
2. **Census Enumeration Phase.** It encompassed (i) the actual census taking, Census Day, that aimed at covering the total area of Suriname –subdivided into two domains: the interior and the coastal area; and
3. **Post-Census enumeration phase.** It covered (i) data processing activities; (ii) evaluation of the quality of data; and (iii) analysis, publication and dissemination of census results.

As aforementioned, the project began as a Population and Housing Census and subsequently included two extra activities. The core components for EC and HBS are generically the same census-type field operation.

c. Quality –At- Entry Review

Quality control exercises began in 2003 in the Bank, and for this reason evidence of ratings were not found in CSUDOCs records. Based on the MTR, technical planning was carefully done and expectations for a seamless census were high; the preparation took into account the Bank's safeguards policies and the risks were appropriately pointed out. No economic or financial analysis were set during project preparation, and admittedly, given the lack of basic statistics this kind of analysis would have been hard to do: the financial study emphasized only the timely provision of the local counterpart contribution, and references were made to census cost per capita in the Caribbean region as opposed to African countries. The PCR team believes that some additional financial exercises could have been done to demonstrate the theoretical impacts of a systematic census.

In reviewing project background, it can be said that there was a correct choice of Development Objective and the project's content coincided with local perception of needs. Also the project was immediately revised following the design of the 6th Population and Housing Census. The project did benefit from the design team's familiarity with practices introduced in other Bank projects (Bolivia, Argentina, Nicaragua, Paraguay and Ecuador).

Judging from the experience during TC execution, the positive elements also included the readiness of the GBS in terms of professional ability and preparation to undertake the project, and teamwork, as it had participated in the execution of the UNDP-ECLAC sponsored initiative to reorganize the census agency. One factor that contributed to high quality-at-entry was also the link between the GBS and the CARICOM Standing Committee of Caribbean Statisticians. That forum is active in the planning of censuses and was a source of technical mentoring if not assistance to Suriname.

Following on the good experience of the Population Census, the GBS used a similar approach in the preparation for the EC and HBS. Other than the specific project proposals where the standard risks section was not developed for, no other evidence was found to examine in retrospective quality-at-entry. Similar to the Population Census, according to the review of both the EC and HBS, the planning was technically correct.

Nonetheless two clarifications have to be made; (i) it appears that the urgency to amend the loan contract as to increase the funding available for the Seventh census following the unforeseen fire event may have resulted in an over-budgeted operation, and (ii) the existing technical capacity built up with support from UNFPA, UNDP and the Bank was strong enough to discard the possibility of a project implementation unit, however the fiduciary capacity had been underestimated.

Based on the dimensions of readiness for planning and execution of the GBS due to experience acquired with Bank-funded TC and external technical assistance, the overall rating is **Highly Satisfactory**.

Quality-At-Entry Review			
<input checked="" type="checkbox"/> Highly Satisfactory (HS)	<input type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

III. Results

a. Outcomes

Data and statistics provided by the 7th Census (August 2004) were released between August 2005 and December 2006. Two to three years thereafter these results were used to develop appropriate policies, manage the economic and social development processes, and report back to the public. As a result of the project there now is greater knowledge of the demographics of Suriname, there is material that can assist planners to design plans aimed at small geographical areas as well as for the entire country. Nowadays Suriname has a higher level of self-awareness as a result of the data collected through varied surveys.

The project opened the way for the accumulation of census-taking capacity in a sustainable manner for the first time in the country, and at the same time set the stage for other data gathering and analysis capability in GBS –EC and HBS. It is worth noting the previous situation to make this argument stronger.

The census before the last one (not counting the effort thwarted by the fire) was not published until 1992 because documentation essential to the production of census results was not forthcoming. Prior to the conducted census, the Census Officer was not the same person as the Director of Statistics. The result of this disconnect between the census taking expertise resident in the Statistical Office is seen when the Census Officer who may be a teacher or a prominent person in the community conducts the census within the narrow limits of his or her understanding of the implications of doing the census correctly.

There was litigation on the subject of who should be the Census Officer for the last 2 censuses, including the one that was derailed because of the fire. The Surinamese courts came out in favor of the Director of Statistics, and then allowed the Statistical Office to build on its survey taking capability and actually develop an in-house population census taking capacity. The fact is that GBS staff has been trained and nowadays can do another census with very little repetition of the training that they have already absorbed.

The end of period showcasing of the achievements of the Census was very much in order and in a proactive manner informed the country of the success of the survey and the availability of the data. That move made the achievements of the project known and in a preemptive manner ensured that no serious statement about lack of census data could be made. In at least one case the effect of the development objective cannot be observed until the year 2010 as some time is required to lead to the conclusion that the census has resulted in the more pervasive use of the census results.

Extra activities. The Population and Housing Census planning paradigm was employed in the EC and HBS with generally good consequences. The EC's outcome, the collection of data on establishments nationwide will be of significant importance and use in planning, decision-making, monitoring, evaluation and reporting on development of the private sector in Suriname. Regarding the HBS, results were disseminated in three Volumes released during the first Quarter of 2009, after it was recognized that the first publication released in October 2008 was faulty due to the use of un-weighted data. In the second Quarter of 2009 the usual parallel run (i.e. data collection for both a new and old basket) was conducted and since the last Quarter of 2009 Suriname has a final new CPI basket. Overall, the mid-term evaluation showed that the staff of GBS has a key understanding of collecting data in Suriname, particularly in ways to preventing bias, and surmounting language barriers.

Achievement of Development Objectives (DO)			
Development Objective(s) (Purpose)		Key Outcome Indicators	
1. To provide the Suriname government, the private sector and the scientific and research community with up-to-date, accurate and comprehensive demographic, social, economic and cultural data that can be used for national and regional planning, as well as for research purposes. Outcome indicator: Census preliminary results available as of August 2003, Census final results and detailed reports available between January 2004 and October 2005.			
Classification: Highly Probable			
<u>Baseline</u> 1.1B No baseline 1.2 No baseline	<u>Planned Outcomes</u> <u>Intermediate</u> 1.1.I No intermediate 1.2.I No intermediate	<u>End of Project</u> 1.1.E Preliminary Results (August 2003) 1.2.E Final results (between January 2004 and October 2005)	<u>Outcomes achieved</u> 1.1 Population and sex information from the Sixth Census was officially published in October 2003. Final results of the Seventh census were available in 2005 and 2006: Volumes I to IV – (I) demographic and social characteristics, (II) employment and education characteristics, (III) fertility and mortality, and (IV) characteristics of living quarters, households and families. Moreover, five volumes with district level data, and the evaluation publication. 1.2 Bearing in mind that in Statistics there is no such thing as a final report. Therefore all reports are considered preliminary.
2. To strengthen the national capacity in collecting, processing and analyzing data resulting from population and housing censuses. Outcome indicator: Within two to three years data and statistics provided by the 6th Census are being used for policy, planning and research.			
Classification: Highly Probable			
<u>Baseline</u> 2.1B No.	<u>Planned Outcomes</u> <u>Intermediate</u> 2.1.I No.	<u>End of Project</u> 2.1.E Data and statistics being used (2003-2005)	<u>Outcomes achieved</u> 2.1 Research is being done at the Anton D Kom University of Suriname, Nikos Consultancy, and CARICOM Secretariat. Furthermore a Research and Planning Division was set up within GBS.
3. Provide a listing to develop a usable and up-to-date business register.			

Outcome indicator: Improved statistics on establishments and better national estimates of economic activity.

Classification: **Highly Probable**

Planned Outcomes			Outcomes achieved
<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>	
3.1B No.	3.1.I No.	3.1.E Frame to facilitate better sampling of establishments (December 2007)	3.1 Results pertaining to Part I (Paramaribo and Wanica -November 2007), Part II (Provisional results --March 2008), Evaluation --April to June 2008; Publication with "final" results --June 2008.

4. Provide representative items and their respective weights for a new basket of goods and service to be priced for an up-to-date consumer price index.

Outcome indicator: the provision of items to be included in new retail price index survey.

Classification: **Highly Probable**

Planned Outcomes			Outcomes achieved
<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>	
4.1B No.	4.1.I No.	4.1.E Items for pricing and the derivation of weighting diagram (March 2008)	4.1 Results completed in April 2009. Information collected forms part of the routine National Accounts Statistics, especially to Expenditure on GDP.

Reformulation: Amendatory Contract in March 2005, keeping original development objectives. Short Procedure in September 2nd, 2004 (PR-2735-1) keeping original development objectives. In order to carry out the new Census, the Government requested to restructure Loan 1446/OC-SU using the remaining loan funds available and to provide an additional financing in the amount of US\$847,145 to be charged to Ordinary Capital, to the original amount financed in Loan 1446/OC-SU (US\$3,365,000). The additional financing will cover the cost of the losses from the fire, including equipment and materials which have not been replaced, and allow the collection of survey data at a more disaggregated level for the Post Enumeration Survey. GOS will contribute an additional amount equivalent to US\$131,989 to the original local counterpart (US\$1,117,000). For Bank purposes, the 7th Census will be the same Loan 1446/OC-SU which is restructured, and includes additional financing to undertake the census activities once again. This new census cannot be named 6th Census because a census is technically a counting of population at a given point in time. It is thus not possible to have a continuation of the previous saved 6th Census data at some future date.

[] N/A

PPMR Retrofitting: Twice, once altered, and to reflect extra activities (EC, and HBS). It is worth noting that semi-annual monitoring experienced an evolution of format between 2003 and 2006. Following the contract amendment to support the 7th census, by the time of PPMR dated 16th December 2006, with approval of the Representative output indicators were altered in the reporting form --replaced with intermediate targets set for the 6th census, and the indicator for institutional strengthening was removed, for reasons that remain unclear to the PCR team. Furthermore, during census activities output indicators were four, however when extra activities (EC, HBS) were added, the PPMR was retrofitted for the first time to include a global indicator for each activity, poorly chosen to offer a means of tracking progress.[] N/A

Summary Development Objective(s) Classification (DO):

☒ **Highly Probable (HP)** ☐ Probable (P) ☐ Low Probability (LP) ☐ Improbable (I)

This rating is based on the following: (i) GBS produced the outputs expected --data collected and analyzed within a span of 5 years (2004-2008), (ii) it is better structured and equipped to collect, process, analyze, produce and disseminate statistics in Suriname, (ii) has acquired the expertise for developing and maintaining information systems. Hence a basis for future advances is in place that most likely will contribute to reinforce GOS commitment to planning for the economic and social development for the benefit of the people of Suriname.

Country Strategy. The project and its development objective were consistent with the 2000 CS (GN-2080-1). The latter's core is to support policy and institutional reforms in order to improve institutional and incentive frameworks. The Census project would contribute to human resource development by providing improved information for development planning, particularly regarding social sector needs. Finally, the proposed project would seek to reinforce reforms of the institutional arrangements for conducting Censuses in Suriname and thereby make census-related institutional capacity more permanent.

b. Externalities

Various positive externalities may be highlighted. The updated cartography of the Seventh Census was used to undertake the EC and the HBS. Information from extra activities will have a positive social impact and facilitate identification of poverty areas and needs for public services of all kinds, e.g. index for use in social security schemes, beneficiaries of social assistance programs.

The Bank's value added is in the technical assistance provided during design and implementation. Nowadays GBS, as a government foundation that reports to the MPDC, provides consulting services for fees to public sector in Suriname –e.g. preparation of information database on labor market for the MOL between 2009 and 2010.

c. Outputs

Overall, project met the stated development objective, and physical outputs exceeded initially intended specification. All outputs listed in Implementation Progress Box further up have been well executed and have contributed to an outstanding Census. The publication of Census tables, the preparation of an Establishment register, the conduct of the Household Budget Survey and its consequent Retail Price Index, can be cited as outputs coming out of the overall project activities. Detailed planned and final outlays are broken-down in subsequent 'Section d. Project Costs'.

Population and Housing Census. The published results of the Seventh Population Census are appropriate and differ from the reports of decades ago when every possible Census table was processed and printed, resulting in many pages of no information (dashes in table columns). The decision to avoid the costly publication of hard copy with no data in many tables has been adopted throughout the CARICOM countries. The tables presented are the most important, if judged from the frequency of their demand. The documents indicate that special tables will be prepared upon demand. This reflects the balancing between the production of all possible tables (similar to a Cartesian dot product of variables) with the publication of those that are useful and most demanded. Relevance would advocate in favor of publishing the most frequently demanded tables. It is worth noting that a database appropriately prepared to protect confidentiality can be developed and made available for user manipulation (table building) but this was not the objective in Suriname, as the GBS opted for sovereignty³.

It is worth noting there was an estimated undercount of just over 3 percent. The undercount, as stated with reasons below is common to almost all population censuses taken within recent years and is no cause for undue alarm. The pre-Census enumeration phase activities were well planned and executed. For the Census enumeration phase tight quality control through close monitoring of activities secured data of a high quality, despite the undercount⁴. In the case of the Post-Census

³ The model used in publication is one of periodical by topic such as demographic and social characteristics and the other themes as reflected in the other three volumes. Country coverage is presented within the volumes. The web-site for the reporting of the Seventh Census of population is simply a page on the GBS's web offering that stored selected tables for public use. The web-site does not present a database for remote table construction; some countries have adopted different approaches to making census results available though. The present design of the web page is consequent upon the decision of the GBS not to place its native database on the Internet –for fear of a breach in confidentiality and to safeguard against reverse engineering of the database through its systematic query. The data presented take the form of pre-processed tables that are frequently requested. Any other table not in the list would have to be compiled by the EDP staff of the GBS before the user can access it. The Census web page is efficient in that it is simple to use and delivers what the GBS wishes to have delivered. Effectiveness would have been enhanced if there had been incorporated a table builder for use by remote researchers, but that was not provided as a matter of policy. The REDATAM software produced by ECLAC would be useful in this regard. A demonstration by the EDP Unit showed the ease of use of the existing page.

⁴ The demographic details of the count to an insufficient degree, such as absolute numbers, gender and age group cannot be given. If this were possible, there would be in fact no undercount. The estimate of the undercount is derived from the Post

phase the Census team benefited from effective data processing and evaluation of the data through the adherence to a number of tests performed by experts in other countries and advocated by the United Nations.

Establishment Census. The organization of the EC was along the same lines as the successful Population and Housing Census. The outputs achieved are in accordance with those expected before the project activity: a high quality census report, a program of regular sector census to obtain baseline data from these establishments (to be followed through); and a provision of the Census results to a wide variety of users. Now there is a record that is superior to the Register of the Electricity Company, the register of the Chamber of Commerce, the accounts of the Utility Companies and other lists that had been used for many years as a sampling frame.

Household Budget Survey. Outputs may be used to develop a poverty map –also will provide information useful for several on-going and proposed IDB social sector projects and programs.

Implementation Progress (IP)			
1. Output: Establishment of a permanent Census office			
Classification: Highly Satisfactory			
<u>Baseline</u> 1.1B No baseline	<u>Planned Outputs</u> <u>Annual/Intermediate</u> 1.1.I No intermediate	<u>End of Project</u> 1.1.E Relevant laws approved	<u>Outputs achieved</u> 1.1 A law approved by the National Assembly granting autonomy to GBS. Secondly the law was changed to enable the latter to conduct population censuses as part of its routine work.
Briefly explain differences between planned and actual outputs (if applicable). [X] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes [X] N/A			
2. Output: Population and Housing Census Results			
Classification: Satisfactory			
<u>Baseline</u> 2.1B No baseline 2.2	<u>Planned Outputs</u> <u>Annual/Intermediate</u> 2.1.I No intermediate	<u>End of Project</u> 2.1.E 1000-2000 copies of census reports 2.2.E 500 Census CDs and disks	<u>Outputs achieved</u> 2.1 Between 2005 and 2006. 2.2 Between 2005 and 2006.
The differences between planned and actual outputs are not of activity or output, but of quality. Logistical problems caused largely by lack of expertise in procurement and unclear data requirements by the Bank resulted in the late release of funds that compromised procedures, leading to a reduction in quality of the results. [] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes [X] N/A			
3. Output: Sampling frame for inter-censal surveys			
Classification: Highly Satisfactory			
<u>Baseline</u> 3.1B No baseline	<u>Planned Outputs</u> <u>Annual/Intermediate</u> 3.1.I No intermediate	<u>End of Project</u> 3.1.E Digitized set of EDs and micro data in electronic format (10-2005)	<u>Outputs achieved</u> 3.1 2005
Briefly explain differences between planned and actual outputs (if applicable).			

Enumeration Survey and not from the so-called balancing equation, given the length of time elapsed between completed Census 1980 and completed Census 2004.

[X] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes			
[X] N/A			
4. Output: Improved institutional capacity of the GBS to plan, execute and evaluate future censuses.			
Classification: Satisfactory			
<u>Baseline</u>	<u>Planned Outputs</u> <u>Annual/Intermediate</u>	<u>End of Project</u>	<u>Outputs achieved</u>
4.1B No baseline	4.1.I No intermediate	4.1.E Core census staff formally and hands-on trained –approx 20 persons (no date)	4.1 2007
4.2B No baseline	4.2.I No intermediate	4.2.E Proper equipment installed – inter alia 15 computers (no date)	4.2 2006
4.3B No baseline	4.3.I No intermediate	4.3.E GBS re-organized to include permanent Census staff and a Cartography unit (no date)	4.3 2007
Briefly explain differences between planned and actual outputs (if applicable).			
[X] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes			
[X] N/A			
5. Output: Establishment Census			
Classification: Satisfactory			
<u>Baseline</u>	<u>Planned Outputs</u> <u>Annual/Intermediate</u>	<u>End of Project</u>	<u>Outputs achieved</u>
5.1B No baseline	5.1.I No intermediate	5.1.E High-quality data to influence the selection of a more representative set of business establishments that would yield better national estimates (2007)	5.1 2008 (data for 10,707 establishments)
Briefly explain differences between planned and actual outputs (if applicable).			
[X] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes			
[X] N/A			
6. Output: Household Budget Survey			
Classification: Satisfactory			
<u>Baseline</u>	<u>Planned Outputs</u> <u>Annual/Intermediate</u>	<u>End of Project</u>	<u>Outputs achieved</u>
6.1B No baseline	6.1.I No intermediate	6.1.E High-quality data to classify expenditure for purposes of an updated basket of goods and services to be measured for a new retail price index (2008)	6.1 September 2008 (data for 2,530 households); January-March 2009, 3 Volumes with substantive results.
Briefly explain differences between planned and actual outputs (if applicable).			
[X] N/A			
Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes			
[X] N/A			
Summary Implementation Progress Classification:			
<input type="checkbox"/> Highly Satisfactory (HP)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

d. Project Costs

The comments in the following table are limited to the extent of the accounts available in LMS and the nature of analysis afforded by activities of the project. For this PCR, the GBS had to process manually final costing for extra activities broken down by project execution phases.

The figures that appear in the following table provide the clearest idea presented to date of what the accounts look like. LMS was originally built up by line items (Table II-3 in Project Document) with no breakdown by groups of activities (Table II-1 in Project Document). In incorporating extra activities, LMS was not revised to report new expenses, which finally were charged to overall direct costs of census-related activities. The GBS had to manually process final costing for extra activities broken-down by phases.

Components/Surveys added	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	% of Appraisal	Difference
- Population and Housing Census				
Total Cost	4,422,082.56	4,377,370.43	29.81	70.19
Counterpart	1,023,200.00	1,318,066.78	128.82	- 28.82
IDB	3,398,882.56	3,059,303.65	90.01	9.99
- Establishment Census -				
Total Cost	652,829.00	259,565.48	39.76	60.24
Counterpart	130,565.00	45,675.45	34.98	65.02
IDB	522,264.00	213,890.03	40.95	59.05
- Household Budget Survey -				
Total Cost	382,573.44	266,718.12	69.72	30.28
Counterpart	95,223.00	62,246.38	65.37	34.63
IDB	287,350.44	204,471.74	71.16	28.84

Source of Funds	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	% of Appraisal
Borrower (counterpart)	1,248,988.00	1,425,988.61	114.17%
IDB	4,208,497.00	3,477,665.41	82.63%
Total	5,457,485.00	4,903,654.02	-

IV. Project Implementation

The operation was not a problem project, and complied with legal conditions set out in the loan contract. To meet the objectives of each survey, the implementation was conducted by a technical committee headed by a coordinator.

Project risk (public willingness to provide data) envisioned at preparation seem to have been mitigated by the Executing Agency. This statement refers to the expectation that there would be a significant non-response to the questionnaire. GBS put in place a massive public awareness programme that achieved outstanding results. The television appearances and the work of the public relations firm engaged were the triggers of the respectable response rate. Whereas the technical preparation at entry into the project was of a high standard, there were negative aspects affecting implementation: (i) the unexpected restrictions to the use of the Government funding, and (ii) the lack of clarity in the communication of procurement requirements by the Bank which resulted in delays in the release of funds.

In the latter case, the experience of halting flows of funding caused the team to prepare a contingency plan to be used in case of logistical problems that would threaten the conduct of the exercise. This plan was used and resulted in a satisfactory but less-than-optimal quality product. In

the former case, unclear procedures and documentation or at worst, no manual of operations was at the core of the problem. This compromised the quality of some of the activities.

Other significant factors that may have pervaded the project have been the issues of procurement, disbursements and accounting. Interviews with some Bank staff with knowledge of the past and present project have led to the view that a Project Implementation Unit with technical capability was not necessary. The PPMRs reveal some discussion on loss of records in the fire, capacity issues to perform financial transactions and record-keeping by GBS accountants, and nothing about procurement difficulties. For this reason an accounting firm had to be contracted to prepare manage disbursements, keep books, and set up proper systems and internal controls. Up until March 2010 a firm is supporting GBS to complete a reconciliation of all differences in annual financial statements.

The bottom-line is it was taken for granted that GBS had enough fiduciary capacity to manage a project of the complexity of the present one. There was no activity in the original project design to cope with financial management that was a new field to GBS, and the possibility to include related actions seems to have been underestimated as December 2006 PPMR indicates that Bank C&D resources for trouble-shooting projects were used to finance accounting support.

Rating of overall Implementation Progress as Satisfactory was obtained taking into account that (i) execution of substantial activities to achieve the development objective was on schedule, (ii) what the original and expanded project proposed to do (for which for which extensions were granted at the request from the Bank) and its actual output –collection of information in the interior regions of the country for the first time, and (iii) the quantity of outputs. A higher rating is not granted because the PCR underscores issues with capacity to manage financial resources, and quality of EC and HBS described under this section.

a. Analysis of Critical Factors

At a very early date, almost immediately after the signing of the project for the Sixth Census on the one hand there was still available balance under active TC (US\$347,000) which was used to pay for training sessions and publication of results. On the other hand some expected disbursements did not materialize in the equivalent of roughly US\$2.19 million. The latter included international consultant's cancellations, Renting instead of purchasing Census Office Accommodation, Government reduction in compensations to professional staff, reduced payments to the field workers because of low performance, among others. It is worth noting also that post-census strengthening estimated in US\$1.1 million was cancelled because of arson. A detailed explanation for the surplus was given in correspondence to the Bank on 26th of April 2005. Hence the apparent excess in project budget was in fact no additional in the sense of excessive provision of funds but a lack of capacity to spend resources as planned on specific line items.

Establishment Census. Unlike the Population Census, some of the assumptions did not hold. For example, while the same methodological approach that characterized the Population Census was taken, the late flow of funding from the Bank put pressure on the Census Office to adopt less-than-optimum measures to get the work done. In the absence of a pilot survey, internal role play and makeshift arrangements to elicit feedback had to be used. This compromised the quality of the data collected. A halting flow of funding accounted for increased expenditure on field work and contributed to a challenge to the morale of the teams of interviewers. Poor budgeting on the publicity line resulted in a public awareness that was not as heightened as it was in the case of the population census. The foresight of the GBS in having agreed on a 'Plan B' in the event of problems of issue of project funding averted failure as Government funds had to be called up at the last moment to avoid embarrassment. Although the planned outcomes were realized, quality of the data collected was not as high as was planned for.

Household Budget Survey. Similar to the case of the Establishment Census, the Household Budget Survey suffered from problems of timeliness in the disbursement of funding to pay for imminent activities. The resultant quality issues were also real in this case. The effect of the later provision of funds than normal was the same as reported above with respect to the Establishment Census.

b. Borrower/Executing Agency Performance

The Government's most important contribution to project advances was the timely enactment of critical legislation. Without it, many activities contemplated in the project document would have been difficult if not impossible to implement. Aside from that, its further support for the operation was visible in terms of timely outputs. Project preparation was led actively by the Head of GBS and staff, all participating in a competent and timely manner, permanently committed to the project objective, and properly identified the main issues and risks.

Overall, the performance of the GBS was Highly Satisfactory. This rating is based on two dimensions, (i) management of risks –weighing in the fact that GBS had to mobilize local funds to get a work done because the Bank's fund release was late in coming, and which brought the counterpart contribution higher than estimated, (ii) control over project execution, (iii) corrective actions taken, and (iv) continuity in staffing as a key factor in maintaining project implementation.

However, the PCR team believes that the Bank might have technically helped the Executing Agency to identify and adopt more satisfactory responses, and that the selection of these second best solutions was more attributable to shortcomings on the Bank's side during its two-year realignment process.

Borrower/Executing Agency			
<input checked="" type="checkbox"/> Highly Satisfactory (HS)	<input type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

c. Bank Performance

In retrospect, the quantity (one specialist), skill mix (non Statistician), and instability (four project team leaders) of the Bank staff appointed to project preparation and implementation stages was not appropriate. Also, there was an observed weakness in the Suriname office in the area of Operations specialist over the implementation phase. In the design of the project, the technical backstopping was planned to be done from HQ as there was no adequate capability in the Suriname Field office. Between the time of the conceptualization of project and its implementation, the office had lost a number of persons involved in the project from the inception. At about the time of the beginning of the project, the Bank was implementing an organization-wide realignment, the purpose of which was to address the weakness of its country offices –the Suriname realignment exercise began in early 2006.

Consequently, the Bank team did not provide timely attention to the client's requests, particularly on procurement transactions. Discussions with the two Bank officials (retired Bank Representative, and active Senior Specialist) confirmed that staff turnover at the Bank could have contributed to the lack of clarity of the procurement requirements from time to time in the life of the project. The feeling was expressed that the turnover of team leaders led to poor institutional memory to guide project execution and the Bank's new requirements to the GBS that in turn caused some confusion in the minds of the GBS staff. Looking back on the evolution of the project from conceptualization to completion, the recommendation was that continuity in terms of knowledge of the genesis of the project and its management should be ensured. To some extent this situation which did not exist in 2006 is being corrected by the realignment.

It is worth noting an event over the period 2008-2009. The CSU requested to the GBS the undertaking of a PMT. There is correspondence from the GBS confirming that the latter reflected Bank's own perception and partial knowledge on the test which overlooked that experience in other countries has put in question the PMT as a panacea, because it is only an attempt to collect difficult data that are usually not of high quality –it is likely that there will be resistance to the accurate reporting of data sensitive to the respondents such as income⁵. Finally, the PMT initiative from the Bank was discarded in early November 2009 as no common ground among parties involved within the Bank and in Suriname could be reached in one year for extending the operation as to include the Bank's initiative. This fact may be also considered a 'grey' area in terms of Bank's procedures, i.e. requirements to justify an extension.

In this context, the PCR team believes that the issues of weak technical advice, procurement and disbursement delays, and the unilateral promotion of technical approaches that international practice have put in question according to Surinamese and Caribbean statisticians themselves, earned the Bank a poor mark in performance that should be rather rated as **Moderately Satisfactory**, for which a specific field does not exist in the PCR format, below.

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

V. Sustainability

At the end of project, there seems to be a strengthened GBS with an improved capability to plan, conduct and evaluate censuses. Other surveys-related capacity was built up for the first time. This is an empirical argument based on the progress made in the basic areas of institutional strengthening (re-organization, training); if both the Executing Agency and the Bank were to wait for an indicator of this, the PCR may be left open for after the next population census.

The continuing support of the government of the day is a critical factor to the sustainability of the population and economic data gathering and planning use that Suriname now has at its disposal. The role of the GBS as provider of value-added census data for a fee upon request will assist in cost recovery to a small extent, but will be a source of availability of funds to ensure that the Bureau remains conversant with developments in data collection and processing for effective dissemination.

Of great importance to the sustained advantage provided by the project is the image that the Bureau of Statistics must project. On the one hand, it must be seen as the facilitator of data for public consumption and for more specialized research, and on the other hand, it must retain the confidence of the respondent population that data collected under the Statistics Act will not be divulged contrary to the provisions of the Act to the detriment of the providers of data.

a. Analysis of Critical Factors

A factor critical to sustained effectiveness of the statistical system in Suriname would be the recognition on the part of the stakeholders that the data collected in a Census is not stale and outdated in two years. Population data tend to be less time-volatile than economic data and this is because of the fact that demographics is the result of attributes and ingrained patterns of behavior

⁵ The PMT seeks to collect better data than was collected during the census data collection exercise. If one has the financial resources to put into an expensive survey that has a great probability of not changing significantly the results of the census, the decision to carry out the PMT would have been made outside the decision set yielded by the application of knowledge.

(culture) that does not change drastically in ten years. The assurance that data are as recent as can be requires the GBS to implement and sustain its programme of research through surveys and publication of the results in a timely manner, with predictability in release dates for the new data.

Post-completion/Next phase has not been determined. The Bank would intend either a repeater project or a demand-driven fund for the modernization of the overall statistical system as a first step for a results-based public management in future, including a component for the 2011 census, upon request from the MOF.

b. Potential Risks

Moreover the Bureau of Statistics may lose the experience and expertise gained in the Census project if it does not engage in more data collection exercises that utilize the expertise gained from the present project. The work programme of the GBS is poised to ensure the retention of census taking expertise gained from the project.

The GBS would lose the authority to conduct censuses like the population census in future if it does not satisfy the user community that it is disseminating effectively the census and survey findings and does not foster research based on the Census findings with the usual confidentiality cautions. Data anonymization can be employed to preserve confidentiality of persons enumerated. The GBS would lose its image as relevant if it discontinues the monthly publication of the Data availability Index.

If the present or a new government were persuaded that census-taking is costly and not important, the present Census effort as an investment in Suriname would come to nothing. Another potential risk lies in the effect that a short-term view of data collection and the role of the Bureau of Statistics can have on official decisions to support the Bureau of Statistics. Several suggestions of new approaches to the conduct of future population census have been proffered and discussed during the Exit Workshop.

c. Institutional Capacity

The overall institutional development change may be rated as **Satisfactory**. It is worth noting that the results achieved were the result of a long-term relationship between the GOS, Donors' community, and the Bank. The institutional changes achieved with the project are expected to be sustainable due to the strong ownership demonstrated by the implementing agency. The positive factors which can be identified as efficiency, leadership and devotion to duty are attributes of the staff of GBS and will remain with the organization for some time to come, influencing other work arising from the extra activities that formed the project.

Even if there was not a specific component on institutional strengthening, there is now in place a substantial capacity at the GBS to engage in effective data collection, unparalleled by any similar capability in the past. The pressure placed on countries to monitor their main social and economic indicators as exemplified by the reporting burden on the MDG, puts into gear the data collection expertise acquired as a result of the present project and this fact alone justifies the investment in the Census. The mere existence of the newly acquired expertise in the Bureau of Statistics makes it a potentially more important player in the planning horizon of Suriname. The capability of the Bureau now needs to be tapped. The Bank should be encouraged to monitor the progress of GBS and assist in its further growth to the benefit of the Government and people of Suriname.

Because of the considerations above and taking into consideration cost recovery features introduced, it is **Probable** that results would be sustained throughout the economic life of the project. After five years all key staff is still onboard. Highly probable rating may not be granted because budget increase and staff appointments depend upon national resources to be pledged by the new

authorities taking over in mid-2010 as a confirmation of their commitment to the long-term sustainability of the outcomes of the project.

Sustainability Classification:			
<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

VI. Monitoring Evaluation

a. Information on Results

The fact-finding that informed the present PCR was done based on the loan contract and amendment, a dozen of PPMRs and by way of meetings with senior staff members of the GBS, beneficiaries of the surveys, and the relevant Bank staff.

Primarily Bank experts believe that the indicators for institutional strengthening for this operation were poorly developed. The PCR team confirms that the Bank model laid out in 2003 for this operation did not consider that institutional strengthening does not end with a new organization chart, equipment, and manuals –it must be followed up throughout the project (and provisions for follow-up should be stressed in project design. Thus, the selected outcome indicator by project planners was insufficient to measure the development objective of ‘to strengthen the national capacity in collecting, processing and analyzing data resulting from the population and housing censuses’ –as it only captures the use of disseminated data. Ideally, an outcome indicator should have been one that would allow the measurement of the improvement of ‘collecting’, ‘processing’ and ‘analyzing’ data, individually. Nonetheless, the PCR team acknowledges the fact that an impact assessment cannot properly be developed until maybe five years after the project. There seems to be no other assessment of outcome that could have been made at the time of completion of the PCR.

It is worth noting that there was really no M&E system for this project to regularly review the status of outputs, activities and emerging issues –risks were never logged but rather recorded in transactions processed in OPMAS. What existed focused almost exclusively to report activities in LMS and in twelve PPMRs (from 27th January 2003 to 23rd December 2008) whose formats were modified three times (one altered and two retrofitted approved by the Representative, as explained below). This situation was due to the Bank transition from log frames to results framework, risk matrices and risk management. Although the logical framework listed project outcomes and outputs with their indicators as well as groups of activities with causal linkages and sequencing among them, this PCR highlights the following situation for tracking progress:

1. The log frame box connected intermediate milestones to groups of sequential technical activities of census operation phases rather than to project outputs –which may explain the reason why no baselines were set;
2. Although institutional strengthening was defined both in the project document and log frame, it was not tracked in PPMR –only investment in LMS;
3. Semi-annual monitoring experienced an evolution of format between 2003 and 2006 –from no historical ratings section to historical ratings section, and recently with risk profile and M&E chapters; yet before December 2006 there were no sections to measure project advances, and risks in fact were reported only from this date on;
4. Following the contract amendment to support the 7th census, by the time of PPMR dated 16th December 2006, with approval of the Representative output indicators were altered in the reporting form –replaced with intermediate targets set for the 6th census, and the indicator for institutional strengthening was removed, for reasons that remain unclear to the PCR team, and

5. During census activities output indicators were four, however when extra activities (EC, HBS) were added, the PPMR was retrofitted for the first time to include a global indicator for each activity, poorly chosen to offer a means of tracking progress;
6. Subsequently, one or two output indicators to take account of the PMT was included to at least comply with the DEM approved by the Bank in August 2008, which technically meant a second PPMR retrofitting exercise, and
7. Risks were seldom identified in PPMR but issues for implementation raised briefly as part of the text justification for extensions processed in OPMAS.

As no milestones were ever considered to measure progress of extra activities, the problem with indicators occurred when an output indicator referred to completion based on the 0 to 100% dilemma which reflects nothing other than judgment on the part of the specialist responsible for the PPMR. To sum-up, the Bank failed to support GBS in establishing weights in order to summarize progress by means of intermediate targets.

It is worth noting that the mid-term review scheduled for 2004 came one year before the end of the project, therefore did not benefit from a properly timed examination that could have led to a restructuring of the project for better results; nor it elaborated on M&E failings. The difficulties of the flow of funding from the Bank and confusing log frame could have been observed in mid-term and could possibly have been corrected. Such action would have resulted in a better rating for the Bank on this item. The end-of-term evaluation attached of the Census was therefore essentially the same as the mid-term.

Because of the loss of institutional memory resulting from the movement or retirement of staff members who had been part of the early stages of the design and execution of the project, key persons were interviewed on the telephone who had been at an earlier date associated with the project who provided valuable insights into the effectiveness of the project. A meeting in Port of Spain with Mr. James Campbell of IDB and a conference call to Florida with Mr. Pablo Adam, former Bank Representative in Suriname, retired, shed much needed light on the thinking of Bank at the time of formulation of the project.

b. Future Monitoring and Ex-Post Evaluation

An impact evaluation is suggested as benefits from the project cannot properly be measured until maybe five years after the project, by which time a good idea of its effect would have been gained. The evaluation of the accomplishment of the development objective is a bit more long-term than can be completely evaluated in the present PCR. The extent, to which the data from the Census has been used, and the planning and implementation of the 2011 census will be indicators of the success of the project. In addition, the extent to which economic and social planning would have been advanced through the preparation and publication of a report on the MDG, assisted by enhanced data collection, can be assessed.

For the moment, no discussion with GBS on follow-up support including future monitoring has taken place. It would be useful for the GBS, local specialists and Development Agencies to get together to discuss the form that the 2011 census should take and be guided accordingly.

VII. Lessons Learned

The following lessons learned derive mainly from the environment external to the project. They are useful to keep in mind when planning future operations.

Project focus. Outside the scope of any of the four core activities comprising the overall project is the fact that the project might have lost focus upon the discovery that there remained a substantial budget surplus. The granting of two extra activities not explicitly included in the original project document may be seen by some commentators as budgetary support, in the present case, to the GBS. The addition of the EC, the HBS, and the PMT added so easily upon request changed the view of the project somewhat although it may be argued that the extra activities have contributed to the objective of providing Suriname with a wide set of metrics that can be used for monitoring and planning for social and economic development in Suriname. This lesson may only apply to projects in Suriname.

Models to follow. The applicability of the model selected for the Suriname census was a good fit considering the nature and small size of the Surinamese population, unlike some large countries where either the large sample selection or outsourcing modalities may be effective. A census is a complete count in the traditional 'snapshot' manner that fit the local context also due to the diversity of ethnicities, communities, living settlements and cultures that comprise the country. The last census has provided the groundwork for understanding the location, size and characteristics of the population centres. This could not have been done with a sample survey or some alternative 'rolling sample survey'; in other words, any further extrapolations based on an unsatisfactory sample (that may not represent some of the facets of Surinamese reality) may with justification be questioned. The lack of adequate administrative registries can also substantiate the need for a total count.

Implementation. In the light of the problems of late release of project funds, it may be necessary for the Bank to prepare and bring to the table a definitive set of guidelines for project execution (operating regulations) with an appendix of line items necessary for planning and execution of censuses. With this information, fewer problems of imperfect knowledge or late explanation of donor requirements will occur. A member from the Bank should occupy a place on the Steering Committees of the Executing Agency to keep aware of forthcoming activities and to advise at an early stage on the documentary or other procedural requirements for moving ahead. It would be useful for the GBS, local specialists and Development Agencies to get together to discuss the form that the 2011 census should take and be guided accordingly. This lesson may apply to other projects in the sector in other countries.

Approach. The Census produced an undercount, as did most censuses throughout the world, for reasons perhaps common to all modern censuses. This has led to a degree of cynicism about the benefits of a census when measured against its cost; this cynicism is not justified as undercounts have been reported in almost all censuses that one can think of. In some countries approaches are being taken to replace the Census in terms of its total headcount with imaginative large sample selection. These initiatives are usually associated with large populations where the inertia of large numbers may be tolerant of such an approach. The applicability of such an approach in the case of a small population is questionable. The expectations of what can be done with census results for programme planning on a frequent or "as needed" action plan are restricted to the relevance of the census data to a problem that comes to the attention of the planners three years down the road. The mechanism of purpose-specific data gathering should not be viewed as an alternative to a National Census but rather as a useful complement. Some discussion as to how the different expectations can be accommodated is necessary.

Costing. One lesson learned with regard to multilingual, multiethnic and remote sub-populations is that data collection costs are high. Yet no nationwide data collection activity should minimize the costs of questionnaire preparation and translation, transportation and interviewer costs. This lesson may apply to other projects in the sector in other countries.

Fieldwork. Interviewers received twice per month a commuted travelling allowance to cover transportation expenses based on an estimated travel load. Many unexpected repeat visits had to be

made by the interviewers and this seriously challenged the adequacy of the allowance and might well have impaired the quality of the data submitted to the GBS for processing. Sometimes repeat visits were as many as twelve times for one household. This put severe strain on the interviewers and threatened the profitability of their doing the job. The lesson learnt was that the commuted travelling allowance approach should be revisited for future surveys. An arrangement should be made to allow the interviewers to acquire mopeds for use in the field exercises. An imaginative financing and payment modality can be organized. An enhanced procurement capability at the Bank should be able to address this type of need. This lesson may apply to other projects in the sector in other countries.

Results Framework. There was a general lack of comprehension on the part of CSU involved regarding the meaning of indicators and milestones. It is difficult to conclude that this has caused implementation difficulties or delays, but this is possible. Bank specialists need further training to achieve full comprehension of results framework (versus logical frameworks), indicators and milestones, the intricacies of differentiating between outputs and outcomes, and the specification of intermediate indicators. This is the centerpiece of the Bank's focus on results-based management, and it is crucial to understand, be able to work with these instruments and concepts, and be able to provide technical support in this area to Executing agencies.

Institutional Memory. To inform this PCR on the early stages of project preparation and implementation, the Bank had to rely on open-ended interviews with former Bank staff and GBS staff to gather either hard-paper or electronic records. Further, the departure from Suriname office of persons who were part of the design stage of the project and did not make records, left the office without a major element of institutional memory. Over the life of the project, records –keeping and management in CSU office was definitely weak.

ANNEX 1

PROJECT COSTS

Project Costs manually processed by GBS –up to Disbursement Request # 43

Category	Original Amount	Current amount (original + additional)	Available Census budget	Available EC budget	Available HBS budget	Total available budget
1 –Program administration	68,000	199,363	95,825.99	3,496.74	4,872.79	95,167.49
2 –Direct cost	2,375,000	3,353,005	2,566,126.39	222,815.72	76,011.26	488,051.63
3 –Technical assistance	586,000	635,004	426,816.73	1,099.51	(795.78)	207,883.54
4 –Un-allocated expenses	302,350	19,300	681.35			18,618.65
5 –Final expenses	33,650	1,825				
Total	3,365,000	4,208,479	3,091,275.45	227,411.97	80,088.27	809,721.31

ANNEX 2

EXIT WORKSHOP MINUTES

9th of December, 2008

MEETING AGENDA

Convened at 10.00 am

Chairperson: Mr Iwan Sno, Director GBS and National Census Officer

Welcome Remarks	Mr. Iwan Sno
Welcome on behalf of IDB	Mr. Benjamin Santa Maria, Modernization of State Specialist, IDB Country Office in Trinidad & Tobago, and Suriname
Introduction of the Consultant	Mr. Iwan Sno
Presentation of Evaluation Report	Mr. Lancelot Busby, Consultant
Discussion of issues raised in Report	Coffee Break
Brief re-cap of discussions	Participants
Closing Remarks	Mr. Lancelot Busby
Vote of thanks	Mr. Benjamin Santa Maria
	Mr. John Sontosomarto, Deputy Director GBS

Present were:

Mr. Iwan Sno	GBS
Mr. John Sontosomarto	GBS
Mrs. Wendy Cilson	GBS
Mrs. Jacqueline Sontohartono	GBS
Mrs. Astrid Hunte	GBS
Ms. Markinem Soidjo	GBS
Ms. Nancy Harmandan	GBS
Ms. Ertha Groenfelt	GBS
Mr. Guillano Koomaar	GBS
Ms. S. Ingrid De Rooy	GBS
Ms. Eline Vierklau	GBS
Ms. Anoushka Windzak	GBS
Ms. Naomi Dennen	GBS
Ms. Astrid Hunte	GBS
Ms. Sieglie Valdink GBS	GBS
Ms. Leatitia Ramdat	GBS
Ms. Edith Ritfeld	GBS
Mr. Dennis Chandansingh	ACMA Administratie Kantoor
Mr. Benjamin Santa Maria	Project Team Leader, IADB
Mr. Vernon Harpert	Operations Consultant, IADB
Mr. Lancelot Busby	Consultant

Excused:

Mr. Ancile E. Brewster	Representative, IDB Country Office in Suriname
Mr. Barrington Bryce	Chief of Operations, IDB Country Office in Suriname

Opening session. The Project Completion Workshop was called to order by Mr. Iwan Sno, Director of GBS who brought to the attention of the workshop the highlights of the project. Mr. Sno recalled the interaction between the GBS and the IDB and looked forward to a fruitful meeting. What follows is a synopsis of the main issues as discussed. Mr. Benjamin Santa Maria delivered welcome remarks on behalf of IDB.

Mr. Lancelot Busby, Consultant, reported the findings of his evaluation of the project in a Power Point presentation, following the content requirements of the Project Completion Report (PCR) of IDB. A copy of the presentation is appended to this report. In the discussion that followed the presentation, the meeting commented on the models that some stakeholders had proposed as alternatives to the classical form of the census.

Strengthen the Civil Registry Board as an alternative to a Census. One opinion proffered was that the classical census should be replaced by the strengthening of the Civil Registry Board that would collect data for use by planners who required data at the level of District and resort. That idea was not agreed to by the meeting.

The suggestion of a rolling census. The idea of the rolling census in which the census would be conducted over a number of years did not receive support from participants. The consensus was that it violated the idea of a census being a snapshot at a particular point in time.

A large sample survey to replace the "classical" census. Concerning the idea of a large sample survey to replace the total count, the meeting agreed that the population of Suriname was too small for a sample census. Moreover, the culture of responding to data requests did not portend satisfactory results from a mail-out mail-in approach, as often utilized in larger countries.

A survey of Government employees extrapolated to the population. The meeting unanimously rejected this idea.

Outsourcing the census to a private entity. The meeting was uncomfortable with the idea of outsourcing the census to a private firm for reasons of the nature of the data collected in a census and the possibility of the results of the census being retained by a consulting firm. Having discussed the above models and the comments about the census, the meeting agreed that a Fund should be established to strengthen the capacity to design censuses and surveys. That fund should be well demarcated by elements of funding, for example, infrastructure and training. On the matter of the census of 2011, the GBS has already applied for funding for that census and expects to receive some funds in 2009.

Reaction to comments made in the evaluation report. Regarding the observation made in the draft report that there was no project document for the Establishment Census and the Household Budget Survey, the meeting was informed that although the GBS had presented proposals for the two exercises, the IDB responded that there was no need for a new Project Document. This was most probably in order to save time and escape the lengthy internal procedures of the Bank.

Was the Census over-budgeted? In answer to the question if the project was over-budgeted, the explanation for the large surplus was given. The Government signed the contract with the IDB and then reduced the monies available to GBS. Staff compensation was reduced, for example. The result is that the work was done but the expenditure was not incurred as reflected in the contract. In addition, because of policy changes by the Government, some expenditures had to be cut back. For example, in the budget, provision was made for the purchase of a property but GBS had to rent instead, thereby incurring a significantly reduced expenditure which translated into a significant budget surplus. Moreover, because of the arson on 5 August 2003,

some activities did not materialize but had to be cancelled. The difference between budgeted figure and outturn was therefore great, giving the impression that the project was over-budgeted. There was perhaps one line that was over-budgeted. The estimates for stickers and fuel were poorly budgeted. The over-budgeting was of the order of US\$386,000.

Difficulties with the flow of funding. In response to a question as to whether the halting flow of funds from the IDB was due to the need for technical reviews or to problems in procurement, the meeting clarified that the delays were because of procurement. As an example, both in the case of the population census and the establishment census, the IDB release of funds was made one week before the start of the Census of March 31, 2003 and the monies were in the GBS account only three days before the start of the Census. The GBS had to resort to the use of Government funds to ensure the on-time start of the Census. As a result of this and partly as a result of the fire that destroyed most financial records as well, the GBS records and those of the IDB do not match. On the subject of expediting the implementation process, the time taken to receive a "No Objection" has now been shortened. The production by IDB of a manual of operating procedures should remove the subjectivity of decisions taken by project staff at the IDB. This manual should be accompanied by flowcharts and examples of bidding documents. This should simplify the work of the IDB and make the process more transparent. Some delay was also experienced when IDB insisted on the engagement by GBS of a finance officer with certain qualifications. This requirement had not previously been intimated to GBS.

The spirit of a project. In answer to a general statement made by Mr. Busby that a project was a finite intervention and should not last beyond a certain pre-agreed period lest it be interpreted as being budgetary support, Mr. Santa Maria clarified that a project should be finite in duration, depending on the amount of work to be accomplished by the project and the existing capacity of the beneficiary organization. This statement did not refer to the Census project under review but was an answer to a general statement made by Mr. Busby. The meeting observed that the Mid-Term evaluation took place after the Census had been completed. This did not allow any correction in direction that may have been advocated if the review had been conducted in mid-term. For that matter, the issue of the flow of funding from the IDB could have been dealt with at an early stage.

The image of the GBS as disseminator of data. On the subject of the GBS making data more available, the meeting was informed that the GBS published a Data Availability Matrix on a monthly basis. That document provides information of the nature of the data, its source and the date from which it will become available. To that extent, GBS is compliant with the General Data Dissemination System of the International Monetary Fund.

Closure of the workshop. In delivering a vote of thanks, Mr. John Sontosoemarto, Deputy Director of GBS, traced the evolution of the GBS since 1996. He concluded that the entire staff of the GBS could feel pride at the achievements of the Census and thanked the IDB and everyone involved in the Census for its success and for their part in contributing to the present availability in Suriname of population data.

ANNEX 3

LIST OF SUPPORTING DOCUMENTS

- 1 TOR Mid-Term evaluation.
- 2 TOR End of Project Evaluation.
- 3 National Population and Housing Census Program (Sixth General Population Census (SU 0025).
- 4 Summary on Left over monies of Sixth Census (Situation on 31 March 2004).
- 5 National Population and Housing Census Program (SU 0025) – Amendment of Loan 1446/OC-SU to increase Financing (Accompanying letter of 2nd of September 2004).
- 6 Project Budgetary Execution for Year ended December 31, 2005.
- 7 Amendatory Contract – Document LEGIII/SU-476053-05 Amendment No.1.
- 8 Proposal for the execution of a Household Budget Survey for the Republic of Suriname – January 2007.
- 9 Proposal for the execution of an Establishment Census for Suriname – March 2007.
- 10 Evaluation of the Census 1446/OC-SU – Mid-Term Review.
- 11 Loan Contract 1446/OC-SU –Project Execution Report for period July – Dec 2006 - PR No.8.
- 12 Loan Contract 1446/OC-SU –Project Execution Report for period Jan – Jun 2007 – PR No.9.
- 13 Draft Minutes of the Household Budget Survey Management Committee – Sept 17, 2007.
- 14 Draft Minutes of the Household Budget Survey Management Committee – Apr 24, 2008.
- 15 Draft Minutes of the Household Budget Survey Management Committee – Apr 28, 2008.
- 16 Draft Minutes of the Household Budget Survey Management Committee – Apr 30, 2008.
- 17 Log Frame given to Consultant on 14 December 2006.
- 18 Establishment Census Accounts 2007 Of 27 March 2008.
- 19 Report on Establishment Census, Districts Paramaribo and Wanica – November 2007.
- 20 Report on Establishment Census, Districts Nickerie, Coronie, Saramacca, Commewijne, Marowijne, Para, Brokopondo, and Sipaliwini – March 2008.
- 21 Final Report on Establishment Census, All of Suriname – June 2008.
- 22 GBS Chart supplied by GBS.
- 23 ORG Chart supplied by GBS.
- 24 Exit Workshop PowerPoint.
- 25 12 PPMRs from 2003-2008 (only one available for 2007).
- 26 Letter issued by the Bank on 27th of April 2007 granting no-objection to the EC and HBS.
- 27 Letter issued by GBS on 26th of April 2005 with explanations on why so much money of the Sixth Census was left over at the start of the Seventh Census.
- 28 Proposal for the execution of an Establishment Census for Suriname, GBS, March 2007.
- 29 Project Proposal for a Household Budget Survey 2007/2008 for the Republic of Suriname, GBS, January 2007.
- 30 Population Census volumes; and Household Budget Survey volumes.

**LOAN CONTRACT 1446/OC-SU
DIRECTOR'S FINAL PROJECT EXECUTION
REPORT - January 2003-March 2009**

**GENERAL BUREAU OF STATISTICS – CENSUS OFFICE
IWAN A. SNO, NATIONAL CENSUS OFFICER**

May 2009

1- INTRODUCTION

1.1 GENERAL OBSERVATIONS

On 7 March 2003 a contract, regarding a loan of **3,365,000 US\$** from the **Inter-American Development Bank** to the **Government of Suriname (GOS)** was signed. The amount was the “IDB-contribution to the preparation and execution of the Sixth General Population and Housing Census of Suriname, budgeted for a total amount of **4,482,000 US\$**.”

The first disbursement request was submitted on 13 March 2003 (the day all prior conditions were met, and the loan thus became eligible), but it was only on 25 March 2003 that the funds were deposited into the USD account created for the project, so we could avail ourselves of the funds as of 26 March 2003. Clearly, with fieldwork activities scheduled to commence on 31 March 2003 this was problematic.

Because of arson (three perpetrators serving jail terms right now), the premises of the GBS at the Kromme Elleboogstraat were destroyed and consequently the filled out Census Questionnaires, which were still being vetted and not yet electronically captured, got lost. The GBS only had results of the Quick count (based on visitation records), augmented with provisional PES results available so, after securing new office space for the GBS, GOS took the decision that the Census had to be redone.

The Seventh Population Census commenced on 2 August 2004 and the field work for the base population count (the first two weeks), the completion count (16 August- 20 September) and the PES (commenced 27 September 2004) was conducted up to 11 October 2004. The provisional and final results were disseminated from 27 January 2005 up to 1 December 2006.

It should also be noted that at our request the Minister of Finance approached the IDB in December 2006, requesting to use the remaining funds (circa 1,147,000 USD) for conducting an Establishment Census (EC) in 2007 and a Household Budget Survey 2007/2008. On 27 April 2007 the Bank gave its “No objection” and thus the nature of the project formally changed into a three-pronged Project:

(a) Population Census (b) Establishment Census (c) Household Budget Survey.

Chapter VII (Records, Inspections and Reports) of Loan contract 1446/OC-SU, particularly Article 7.03 (i), calls for semi-annual progress reports within 60 days following the end of each calendar Semester. Since we are producing a final report covering 1 January 2003 to 31 March 2009, we took the liberty to use the same 120 days prescribed for the audited financial statements.

1.2 FINANCIAL ADMINISTRATION SERVICES

Following an extensive exchange with the IDB, the decision was taken to enlist additional professional services for the benefit of the project administration. In September 2007 a contract was signed with ACMA for the provision of Financial Administration Services. As part of the deal the GBS had attracted an employee, in August 2007 mainly charged with activities as counterpart of ACMA for Preparatory Project Administration activities.

These measures were very fruitful, as the amount of unexplained differences, which had cumulated up to circa 32,000 USD as at December 2006, was drastically decreased to circa 7,900 USD after the first ACMA intervention in 2007. Prospects for further improvements are very good.

1.3 CENSUS BUDGETS

The original Census Budget, submitted and approved after several sessions with the IDB was as follows (see the 2003 Project Plan).

Investment Category	Original Budget		
	IDB	GOS	Total
Program Administration	68,000	193,000	261,000
Direct Cost	2,375,000	461,000	2,836,000
Technical Assistance	586,000	50,000	636,000
Unallocated expenses	302,000	70,000	372,000
Financial expenses	34,000	343,000	377,000
Total	3,365,000	1,117,000	4,482,000

The restructured Census budget, after the decision to redo the Census, was as follows (see the 2004 Project Plan):

Investment Category	Restructerd Budget		
	IDB	GOS	Total
Program Administration	134,363	115,530	249,893
Direct Cost	3,180,955	721,341	3,902,296
Technical Assistance	635,004	51,086	686,090
Unallocated expenses	234,300	69,863	304,163
Financial expenses	27,523	291,168	318,691
Total	4,212,145	1,248,988	5,461,133

2. ACTIVITIES 1 JANUARY 2003- 31 December 2003

2.1 PRE-CENSUS ACTIVITIES

Since the reference moment of the Sixth Census was 31 March 2003, 00.00 Hour, the period January-March 2003 was a very crucial Pre-census period. In this period: Orientation visits to the interior were finalized and Census Questionnaires were finalized. Furthermore, all training material (Handbooks for Trainers, for Enumerators, for Supervisors and Controllers) was produced and the Procurements were initiated. It is also important to mention that the results of the Census Dress Rehearsal, conducted in November 2002, were further analyzed. There was a backlog in Cartography, hence the Enumeration Blocks (initially planned to be finished in January 2003), were only finalized by the end of February 2003. Selection and Training of temporary staff was initiated and concluded and also the required Legal product¹ was produced. In February 2003 the first Census publication: “Concise Report on Selected Field Operations” (containing inter alia Dress Rehearsal results) was published and the first copies presented to the Minister of Planning and Development Cooperation and the IDB Representative.

It should be noted that (initiated since the last Quarter of 2002) an active publicity campaign was endeavored to ensure cooperation of the public in the run up to 31/03/03.

¹ Presidential Decree fixing the Questionnaires: S.B. 2003, no. 20 (12 March 2003). Two other important legal products were finalized in 2002, namely, the New Statistics Act: S.B. 2002, no 97 and the Law Promulgating the Sixth Census: S.B. 2002, no. 98, both of 11 December 2002.

2.2 CENSUS ACTIVITIES

The fieldwork of the actual Sixth General Population and Housing Census commenced on 31 March 2003 and, inclusive the Post Enumeration Survey, was scheduled for two months. Because of a multitude of reasons, resulting in severe shortage of field staff, the operation scheduled for 1799 fieldworkers was executed with a staff complement of 1514. A Population Census is the largest Statistical operation and as such preparatory activities need to start in time. Between 31 March 2003 and 30 June 2003 the following activities took place.

Actual Census Field work	31 March 2003 – 30 June 2003
Field Checks for Disputable cases	7 April 2003 – 30 June 2003 ²

The actual Census Field Work comprised: Base Population Count (2 weeks, 31 March – 13 April 2003), the first Follow-up (a.k.a. completion) Count (3 weeks, 14 April - 4 May 2003), the Post Enumeration Survey (PES, for 2 weeks, 12-25 May 2003) and the final follow-up count, up to 30 June 2003³. Suriname thus had a period of 3 months for all productive field activities. This is not excessive, compared to other CARICOM (Associate) member countries (Bermuda $\pm 3\frac{1}{2}$ months, Guyana $\pm 3\frac{1}{4}$ months and Jamaica $\pm 3\frac{3}{4}$ months), for which the Field Period is exclusive of the possible PES activities. (E.g. In Jamaica the pure Census Field Operations were undertaken from 11 September 2001 to 31 December 2001, while the PES was undertaken during 15 January 2002 to 23 February 2002).

During the field activities, the GBS had a team available to make checks regarding disputable cases. These are cases of which the enumerators and/or supervisors did not agree with the workload given to them or with GBS decisions regarding payments.

It should finally be noted that also during Census Field Activities an aggressive Publicity Campaign was conducted to ensure public cooperation.

2.3 POST CENSUS ACTIVITIES PLANNED and REALIZED

We can be brief on these as few of these activities could be attained since the GBS had no proper premises between 5 August 2003 (date its premises were destroyed because of arson) and 15 February 2004.

From 18 August 2003 up to 31 December 2003, the GBS (which used to have 1140 m² floor space in the premises lost in the fire) occupied four rooms from the Supreme Audit Office of Suriname (82 m² floor space) and had to concentrate on paying its debts, field checks to resolve disputable cases, producing the publication with provisional results and cartography preparations, in case the Government should decide on retaking the Census.

² Actually continued until 30 September 2003, but during the PES, as well as during 5-24 August there were no field checks.

³ Under normal circumstances the PES would have been the last productive field activity, but due to circumstances we were more or less forced to use a multiple capture-recapture tactic.

3. ACTIVITIES 1 January 2004 - 31 December 2004⁴

From 1 January 2004 up to 16 February 2004 the GBS continued its activities from the 82 square meters provided by the Supreme Audit Office of Suriname. The Bureau moved to its new premises on 17 February 2004. The Government took the decision to redo the Census and hence some crucial decisions and preparatory actions were taken.

3.1 PRE-CENSUS ACTIVITIES

The reference moment of the Seventh Census was 2 August 2004, 00.00 Hour. In the period under observation the following activities were undertaken and/or realized:

- Census Accommodation secured and fixed (February)
- Legal Products drafted and submitted to Cabinet (approval obtained 12 May)
- Census Questionnaires drafted and tested in a pilot census (April)
- Census Questionnaires approved by Cabinet (May)⁵
- Questionnaires and Institution Lists for Special Operations produced (June)
- Bidding documents drafted (May/June)
- Budget adjustments from the Sixth to the Seventh Census (April)
- Handbooks and other relevant materials for trainers and Census staff drafted (April)
- Manuals for ISIC and ISCO coding finalized (June)
- Documents for Progress monitoring finalized (April)
- Project Plan updated and submitted to IDB (Rev 1 submitted in June)
- Census Stickers designed (April)
- Census Logistical Procedures initiated (May)
- Census Cartography finalized, inclusive discussions with District staff (June)
- Census Publicity initiated (April) and commenced with own means (June)
- Selection of Census workers initiated and 1st round finalized (June)
- Meeting on Census Logistics and Procedures with District Staff (June)
- Installation of and instructions to Districts Technical Supervisors (June-)
- Arrangements for Training Centers in all relevant areas made (June)
- Law promulgating the 7th Census submitted and approved by Parliament (July)
- Presidential Decree fixing the Questionnaires issued (July)
- Handbooks for trainers, enumerators, supervisors and controllers finalized (July)
- Census Stickers Produced (July-August)
- Budget adjustments from the Sixth to the Seventh Census (July-August)
- Census Logistical Procedures finalized (July)
- Arrangements for Enumeration Centers in all relevant areas made (July)
- Selection of additional Census Field workers finalized (July)
- Training of Field staff finalized (July)
- Drafting Contracts to be signed with temporary staff (July)
- Establishing Radio Contact with remote areas, particularly in the interior (July)

⁴ Strictly speaking, the period covered should be 1 April 2004 up to 31 December 2004, as 1 April is considered the starting date of the new (i.e. Seventh) Population and Housing Census. However, as mentioned before, during “exile” (18 August 2003-16 February 2004), the GBS took preparatory measures.

⁵ They were awaiting the Presidential Decree to fix them.

3.2 CENSUS ACTIVITIES

From 2 to 15 August 2004, the Field Operations for the Base Population Count took place. From 16 August to 22 August 2004 the so-called 3rd week Field Operations took place, whereby the Enumeration blocks for which there was no field staff during the first 2 weeks were canvassed. From 23 August 2004 up to 18 September 2004 the so-called follow-up count (a.k.a. completion count) took place. During that phase all addresses where enumerators were unable to secure a response during the first 3 weeks were re-approached.⁶

In September 2004 a very fruitful Interim Evaluation Meeting was held with the District staff to evaluate Census Field work so far and to prepare for the PES.

From 27 September to 11 October 2004, the Post Enumeration Survey (PES) was conducted. The PES for the Seventh General Population Census was a massive operation undertaken in all 10 Districts, in a total of 116 Enumeration Districts (out of a final grand total of 844). A random sample was chosen per District, assuring that each Ressor or cluster of Ressorts had 2 enumeration districts. Enumeration Blocks were classified as: Urban, Rural and Interior and a proportionately stratified sample was drawn. Pairs of PES enumerators had to visit each and every dwelling within the Enumeration Block selected.

Needless to say, that again Publicity played a very important role in securing popular cooperation for the Census.

3.3 POST CENSUS ACTIVITIES

Due to the horrendous fire that destroyed the former premises of the GBS and with it most of the Census Questionnaires not yet keyed in, the GBS had chosen to speed up its data processing procedures. It was decided that not all the Questionnaires would be vetted, but from all Ressorts only a sample of forms was thoroughly vetted. Our opinion was that we need the material in electronic format soonest in order to enable proper back-ups. The plan was that computer edits should remedy possible problems. Keying of Census data was conducted in 2-3 shifts (8.00-13.00 h. and 14.00-19.00 h.). However, in the aftermath of the 2003 arson another problem surfaced. Lack of funds⁷ meant that GBS could no longer pay data entry staff, hence the production and presentation of the publication with provisional results had to be postponed from December 2004 to January 2005

In what follows the following table will play an important role in discussing and understanding the activities planned and realized.

⁶ We had planned to use 200 enumeration teams, comprising 1,429 field workers. However, 183 teams, comprising 1,261 field workers conducted the field operations. This was a problem, but these figures compare favourably with those of the Sixth Census.

⁷ There was no GOS-contribution in the 2nd half of 2003 and because of failure of the GBS to submit Audited Financial Statements over 2003 in time also IDB decided to withhold funds.

Table of activities / Reporting Format (Population and Housing Census) 2003-2005

Number	Activity Name
0	Planning and Preparation
1	Questionnaire Design and Tabulation Plan
2	Census Cartography
3	Recruitment and Training
4	Actual Enumeration and Field Quality Control
5	Data Processing
5.1	Systems Analysis and Design
5.2	Acquire and Test Equipment
5.3	Programming
5.4	Receive and Check Questionnaires
5.5	Manual Editing, Coding etc.
5.6	Key in Questionnaires (Data Capture)
5.7	<i>Computer Edits *</i>
5.8	<i>Production of Analysis Tables</i>
5.9	<i>Production of Dummies and of Publication Tables</i>
6	Analysis and Publication
6.1	Preliminary population counts
6.2	<i>General and Detailed Characteristics Tabulation</i>
6.3	<i>Analyze Data</i>
6.4	<i>Reports with final results</i>
6.5	<i>Special (Methodological and Administrative) Reports</i>
7	Publicity
7.1 - 7.7	From bidding up to Thanks for cooperation
7.8	Closing campaign with provisional results
7.9	Formal closing (Photo session)
8	Evaluation
8.0	Technical Evaluation Meeting with District Staff
8.1	Develop Evaluation Plan (PES + Other methods)
8.2-8.3	Design and Select sample / Develop Forms and Manuals
8.4-8.5	Recruit and train PES field staff / Conduct PES
8.6.1	<i>Match PES to Census (for final results)</i>
8.6.2	<i>Produce Coverage Evaluation Report(s) **</i>
8.7	<i>Demographic Analysis and Comparison with other sources</i>
9	Documentation
9.1	Fieldwork Procedures and Methodologies
9.2	Data Processing System
9.3	<i>Procedural History</i>
10	Inter-censal Surveys
10.1	Plan Survey Program
10.2	<i>Adapt HH-Survey and develop additional surveys</i>
11	Post Census Strengthening
11.1	<i>Overseas Training at IPC (US Bureau of the Census)</i>
11.2	<i>Regional Internships (Caricom members and associate members)</i>

* Error Corrections ** Inclusive results of the publicity Survey conducted during the PES

4. Activities 1 January 2005 – 31 December 2005

These are all Post Census Activities and **numbers refer to activities in “Table of Activities”**, on the previous page.

5. Data Processing

As regards data processing, it was decided that not all the Questionnaires would be vetted, but from all Ressorts (63 in total, of which 62 legal and 1 synthetic) only a sample of forms was thoroughly vetted. Our opinion was and is that we needed the material in electronic format soonest in order to enable proper back-ups. The plan was that computer edits should remedy possible problems. Most likely this approach of vetting only a sample impacted negatively on subsequent activities. The Computer editing program that was applied to the database resulted in an enormous amount of error warnings. A lot of the problems could not be resolved from behind the computer but required inspection of the Census questionnaires. By the end of June it became clear that the publication calendar (with 4 Substantive Volumes, commencing in July 2005 and 5 District level publications) issued in April 2005, would have to be amended. It was decided that in order to minimize delays, especially of the first Volume, instead of an integral approach a sectional approach (running parallel to the volumes to be published) should be followed.

It is clear that the delay caused by this also impacted negatively on the production of Analysis and Publication tables, and on the production of General and Detailed Characteristics tables. Detailed data analysis was also delayed.

6. Analysis and Publication

The publication (Series number 212-2005/01) with provisional results⁸ was launched at a well-attended press conference on 27 January 2005. The provisional results were well reported by all relevant media (Newspaper, Radio and TV).

A Video, DVD and Poster Session was held on the next day (28 January 2005) which was open to all interested parties and which was visited inter alia by the IDB Representative, the Minister of Labour and other dignitaries. The Closing ceremony also enjoyed visits from “the man in the street” and can certainly be considered a great success.

The publication (Series number 213-2005/02) with Volume I (Countrywide results) of the final results was launched at a very well-attended press conference on 31 August 2005. These results were well reported by all relevant media (Newspaper, Radio and TV). First copies were handed to: the Minister of Planning and Development Cooperation, the Chairman of the Commission for Statistics (The Board of the GBS) and a Representative of the IDB. The release was originally scheduled for the end of July but had to be postponed to the end of August, because of editing problems encountered. In order not to

⁸ Provisional results are the results based on partially verified tallies from table 2 and table 3 of the Census Questionnaires.

delay the release of results unduly, it was decided that a sectional approach, parallel to the planned Volumes, would be followed.

The publication (Series number 216-2005/05) with Volume II (Countrywide Results) of the final results was launched at a well-attended press conference on 30 November 2005. These results were also well reported by all relevant media. Again, the delay in the first Volume was carried over to the second Volume, because instead of October the release was in November 2005.

8. Evaluation

The technical evaluation meeting with the District staff provided very valuable lessons learnt. The proper PES/Census Matching was also delayed because some variables being edited for Census Volume I were needed for the matching activities.

Evaluation took place continuously, as in both Volumes produced and released during July-December 2005, chapter 4 (Betrouwbaarheid van de Census data) and Paragraph 6.3 (Reliability of the Census 2004 data) are devoted to Evaluation of the results, utilizing: Demographic Analysis, Comparison with independent, external sources and the results of the Post Enumeration Survey. A separate Evaluation Report which was scheduled for November 2005 was postponed to May 2006, to be able to include also the results of the Household section.

10. Inter-censal Surveys

Given the amount of manpower devoted to remedying the problems surfaced in data processing (see 5 “Data Processing”), it is no wonder that the first draft of the planning of the first inter-censal survey was only finished in June 2005, instead of in March 2005 and that it was decided to resume these activities only in September 2005.

5. Activities 1 January 2006 – 31 December 2006

Reporting format provided below.

Component 1

Pre Census Enumeration Activities

- 1.1 Planning and preparation
- 1.2 Cartography
- 1.3 Field Test
- 1.4 Recruitment and Training,

completed in July 2004

Component 2

Census Enumeration Phase

- 2.1 Actual Census Taking
- 2.2 Field Quality Control,

completed in October 2004

Component 3

Post Census Enumeration Phase

- 3.1 Data Processing
- 3.2 Evaluation of data quality
- 3.3. Analysis and Publication
- 3.4 Dissemination,
- 3.5 Post Census Strengthening

Sub-component 3.1 Data Processing (inter alia: systems analysis and design, acquiring and testing equipment, receiving and checking questionnaires, editing and coding, data capture, production of analysis tables and production of publications tables) is almost finished, but it is clear that for confidentiality reasons, sometimes certain tabulations for publication purposes have to be redone. This occurs whenever the cell size gets below the threshold value of 3 and Census Management considers the risk of disclosure unacceptable.

Sub-component 3.2 Evaluation of Data Quality progressed, as the Census Office was still busy obtaining information from external sources to make comparisons. Evaluation comprises:

Demographic and Statistical Analysis based on the 7th Census and on previous Censuses, Comparison (of aggregate results) with independent external sources, Post Enumeration Survey results.

All these three possibilities have been included in the so-called Evaluation Report, presented on 1 December 2006.

Sub-components 3.3 Analysis and Publication and 3.4 Dissemination, also progressed.

In the reference period the following publications were produced, presented and disseminated in hard copy and on CD:

National Results, Volume III, Fertility and Mortality (January 2006)

National Results, Volume IV, Households, Families and Dwellings (May 2006).

District Results, Volume I, Paramaribo, was produced in June 2006, but was only presented and disseminated on 14 July 2006, because in June 2006 the Census Office of the Bureau of Statistics suddenly lost its Manager (also the Deputy National Census Officer) Ms. B. Soedhwa, and for circa two weeks the Bureau was more or less paralyzed.

In the reference period the following publications were also produced, presented and/or disseminated in hard copy:

Volume II, Para & Wanica was presented on 10 August 2006

Volume III, Nickerie & Coronie was presented on 13 September 2006

Volume IV, Commewijne & Saramacca was presented on 29 September 2006

Volume V, Marowijne, Brokopondo & Sipaliwini was presented on 27 October 2006

The publication: **Census 2004 Coverage Evaluation** was presented on 1 December 2006.

Officially the phase of producing and disseminating publications with substantive Census results came to an end on 1 December 2006. However, preparations for the evaluation publication revealed some coding errors and processing errors. It was decided that the publications calendar would be completed as scheduled and a special publication with corrigenda would have to be issued in late March / early April 2007.

The sub-component 3.5 Post-Census Strengthening comprises a series of training Workshops (scheduled to commence in June 2006) at the US Bureau of the Census and Regional Internships.

The Suriname Bureau of Statistics and the US Bureau of the Census agreed that Census Team members of Suriname would participate in the following workshops:

- (a) Census Planning and Management
- (b) Improving Data Quality
- (c) Sampling and Statistical Methods
- (d) Measuring Techniques and Methods Regarding Poverty

“No objection” was sought on 23 January 2006, and obtained from IDB on 25 January 2006. Alas, all workshops were cancelled by US Bureau of the Census and as regards the regional internships for several reasons only St. Lucia, the Bahamas and Bermuda offered assistance. One of the major problems was that most Statistical Offices do not have a permanent Census Unit and are thus unable to accommodate us. Another reason was a mismatch between dates at the sending end, GBS-Suriname, and the receiving end, viz. CARICOM (Associate) member country CSO.

From 15-20 October 2006 two staff members of the General Bureau of Statistics were on attachment (covering Cartography and GIS) at the Statistical Department of St. Lucia. The period was considered very worthwhile and the attached personnel were also introduced to producing thematic maps. It also became clear that the GBS needs to do some work to its Census Database before it will be able to produce proper thematic maps for Suriname.

From 22-27 October 2006 two other staff members of the GBS were on attachment (covering Training & Census Special Operations) at the Department of Statistics of the Commonwealth of the Bahamas. The Surinamese staff were able to closely watch and participate in the Training activities of a Household Budget Survey that was about to commence. They were also familiarized with the organization of Special Operations in the Bahamas. This period was also considered very fruitful.

6. Activities 1 January 2007 – 31 December 2007

6.1 Population Census Activities

As regards Population Census Activities, attention was devoted to Post-Census Strengthening, Finalizing the Administrative Report and the Project Completion Activities, inclusive of an exit workshop.

In September 2007 the Department of Statistics of Bermuda, provided an internship for Design, Analysis and Dissemination, which was attended by one Census team member.

In October 2007 one Census Team member attended a joint CARICOM/UNSD/CSO-TT workshop on Census Management and Mapping with GIS.

The Administrative Report (for internal purposes only), was finalized in December 2007, and in the same month the IDB and consultant Lancelot Busby had an Exit Workshop (9 December) at the GBS, whilst consultant Mike Levin conducted the Census Planning and Management Workshop from 15-19 December 2008 (for an international audience).

Objectives and Attainments of the Seventh Population Census

The Development (a and b) and Immediate (c and d) Objectives of the Seventh Population Census are presented on page 1 and 2 of the present report. Below we provide an assessment:

Objective (Component)	Attainment	Prospects for Sustainability
a) Up to date data	Yes	Good
Accurate data	Most likely	Good
Comprehensive data	Partially	Good
b) Capacity strengthening	Yes	Good (also considering Post Census Strengthening)
c) Plan and execute a General Population & Housing Census	Yes	Good, cycle completed
and process, analyze and	Yes	Good
disseminate its final results within 2¼ years of enumeration	Yes	Good
d) Means to verify the adequacy of the Population Register	Partially*	Good, but needs to be reconsidered in the light of GBS and CBB respective mandates and confidentiality regulations

* For understandable reasons providing a 100% database to CBB would never be possible. Diplomats and Soldiers in Barracks would always be excluded. Moreover, in every Census there are addresses without names, as well as names without addresses. These are not only vagrants, but also people that were not enumerated at home, but went to an enumeration Center to (partially) provide their particulars.

In addition, some technical processes (1, 2) hindered a more complete achievement.

- During processing the Census, the Assistant National Census Officer Processing moved back and forth between CSPro and MS. Access and, while concentrating on selected particulars of individuals (because of the sectional approach), in the process the full link between the Person data and the Household data was lost. For the scheduled tables this constitutes no problem at all, but for new requests it may be a problem.
- In order to guarantee the confidentiality, after completion of the PES/Census Matching, names were removed from the Census and PES Databases, while the databases were also split and randomized. Re-linking names with other information proved to be a Herculean task. However, the Bureau of Statistics was able to provide the Bureau for Civil Registration with a Database with circa 423,000 names.

It should also be noted that as far as we know and could find out, Suriname is the only country in the world (definitively the only CARICOM member) where the flow of information is from the Statistical Office to the Registrar General's Office, **instead of the other way around**. This deserves some serious attention for the next Census.

If we look at the logical framework used, as included in chapter 5 of the Project Plan for the Seventh Census, (version: July 2004, rev. 2) and **concentrate on the Indicators and Means of Verification, for the Project Goals, Purpose and Project Outputs, as well as for the Post Census Enumeration Phase**, we get the following picture:

Indicators	Means of Verification	Status
Within 2-3 Yrs Census data used for Policy, Planning and Research.	Relevant Reports (e.g. Multi-Annual development Plan 2006-2011, Gender Action Plan 2006-2010,)	OK
Census results available	Selected reports in series 212-2005-01 up to 230-2006/12	OK
1000-2000 copies of Census reports*	Substantive Census Reports and Evaluation Report; selected in series 212-2005/01 up to 230-2006/12	OK
500 Census CD's**	Checken bij EDP en Sontosoemarto	
Digitized set of ED's and micro data	Sample designs (GBS Household surveys as of 2005, MICS-2006, Informal Sector Survey 2006, samples for IDB, UNFPA, etc.)	OK
Staff trained formally and hands on	Reports and inspection in situ	OK
Equipment Installed	Reports and inspection in situ (visits by Operations Specialist W. Grisley)	OK
Permanent Census Unit and Cartography	Reports and inspection in situ (idem)	OK
Census data edited and coded by Oct. 2004	Coding checklists (see report Lance Busby)	OK, with delays
Census data keyed and edited by Dec 2004	Data files and computer printouts	OK, with delays
PES by October 2004 and 1st DA, Nov. 2004	Provisional PES results integrated in Preliminary Output	OK, see 212-2005/01
Prel. Results as of Dec 04 and Final results	Results, Newspaper articles, press releases	OK, with delay
Final results and detailed reports in hard and soft copy	Newspaper articles, press releases, CD's	OK

* About 2,800 copies of Census reports were produced

** About 250 CD's produced, because the District results were not provided electronically since there was less demand for these results on CD

The period January-December 2007 was actually dominated by activities to prepare for and to execute an Establishment Census, as well as the preparation and commencement of the Household Budget Survey 2007/2008.

6.2 Establishment Census activities:

January-June 2007	Preparatory Activities (Project proposal, Instating Management Committee, Building Strategic alliances, Questionnaire design, Publicity plan Recruitment, training and selection of Field staff, Preparation for Procurement of equipment, Fieldwork Organization
3-13 July 2007	Field Work in the Coastal area
5-15 July 2007	Field Work in the Interior
1 August -30 September 2007	Data Processing
1-31 October 2007	Analysis and Report Writing
1 November 2007	Presentation of Provisional Results part 1 of the Establishment Census

6.3 Household Budget Survey Activities:

On 30 March 2007 the Household Budget Survey Management Committee (HBSMC) was instated comprising the Director as Project Coordinator, the 1st Deputy Director as Deputy Project Coordinator and other members as detailed in the proposal submitted to the IDB.

During April-June 2007 the committee proceeded with the usual activities such as:

- Establishing procedures for recruitment, acquisition and training
- Questionnaire Development
- Sample design, sample selection and Listing of pointer addresses
- Preparation of the field work plan
- Preparation of the field tests
- Procedures for obtaining a consultant for the HBS

John B. Hannon, the same consultant who supported the 1999/2000 HBS was ultimately selected.

- | | |
|-----------------------------|---|
| • July to August 2007 | Recruit field staff |
| • July to August 2007 | Conduct listing of Sample Pointer Addresses |
| • July to September 2007 | Draft and produce final version of Coding manuals |
| • August 2007 | Conduct training for field staff, test and select staff |
| • August/September 2007 | Conduct field test (a.k.a. pilot survey) |
| • August to October 2007 | Conduct listing of all Sample Addresses |
| • 1-30 September 2007 | Design and test data entry program/ produce manuals |
| • 17 September 2007 | Commence field work |
| • September–December 2007 | Publicity (Talk-shows, TV Programmes, Press Releases, etc.) |
| • September to October 2007 | Train screening and coding staff |
| • October to December 2007 | Data Entry Main (continued until the end of March 2008) |
| • October to December 2007 | Data Entry Verification (continued until the end of April 2008) |

CPI consultant J. B. Hannon visited Suriname for the first of his three planned visits during 10-28 September 2007. His primary tasks were: the documentation of the 2007/2008

Household Budget Survey; teaching a refresher course on Household Budget Surveys (for selected GBS staff) and preparing a memo for the EDP Section on Processing and Tabulating the Incoming Household Income and Expenditure data. All of his primary tasks were accomplished and in addition Mr. Hannon made valuable suggestions, inter alia to the adjustments of some monitoring instruments. He also joined the Director in a popular TV Talk Show (To the Point) to discuss the Household Budget Survey on the 17th of September 2007.

As at 23 December 2007 the provisional overall response rate (one of the most important Quality indicators) stood at a little over 71% (below the international threshold of 75%) and did cause concern at that time, even though it was the festive Season, so we expected people to be less cooperative!

7. Activities 1 January 2008 – 31 December 2008

In 2008, there were only activities pertaining to the Establishment Census and the Household Budget Survey (for comparison with chapter 6, these are numbered 7.2 and 7.3)

7.2 Establishment Census (Post-enumeration) activities:

- March 2008: Presentation of Provisional Results part 2 of the Establishment Census (covering Districts other than Paramaribo and Wanica)
- April/June 2008: Provisional (Coverage) Evaluation
- April/June 2008: Further cleaning of database
- June 2008: Publication with final results and some coverage indicators.

Establishment Census Lessons learned:

Publicity

- The budget of US 1200 was insufficient to promote the survey. The total budget was used for one advertisement in one local newspaper (3 times) for the bidding of vehicles to conduct the survey. A more aggressive media campaign would have been better for the EC next to the involvement of strategic allies or partners. Businesses were poorly informed about documents needed for the EC. The firm's registration number with the chamber of commerce or another institute was often not at hand and interviewers had to make revisits in order to obtain the information. Some businesses had a license but could not find it at the time of interviewers' visit.
- The GBS should consider outsourcing of publicity or a longer period of media campaign in future EC.
- For a future establishment census the help of an international consultant would be welcome and advisable.
- Pilot testing of the questionnaire and a Post Enumeration Survey such as conducted for the Population Census are necessary to improve the fieldwork and to numerically establish the coverage of the census.
- Contracts with enumerators should be available before the start of the survey.
- Surveys where the interior is involved must never be conducted without proper and well-organized advance missions.
- It must be stressed once more that the money must be available and accessible before starting any survey, as it is very bad to procure e.g. vehicles when the field work is about to be finished.

7.3 Household Budget Survey Activities:

January-March 2008	Proceed with and finalize field work
January-March 2008	Intensify field checks of field staff
January-March 2008	Continue and complete Screening and Coding
January-March 2008	Continue Data Entry Main
January- April 2008	Continue Data Entry Verification
February-April 2008	Publicity (Talk-shows, TV Programmes, Press Releases, etc.)
17 March – 4 May 2008	Follow-up field work activities (for completion and correlation purposes)
April-May 2008	2 nd Visit of Consultant Hannon
April-May 2008	Analysis Plan and initial data analysis
April-June 2008	Start report writing (Text)
May-June 2008	Initiate Basket compilation
October 2008	Third and final visit of consultant Hannon.
October 2008	Publish Final results Volume 1

Given the insufficient response, an extension was asked and obtained and the field work was continued up to 4 May 2008, instead of up to 23 March 2008 as originally planned. This move was successful, as the final response rate was 76.1%.

From 21 April to 2 May 2008 consultant Hannon paid his second visit to Suriname. At the request of the consultant, parties agreed to change the three-week mission into a two-week mission in order to have the four-week last mission. The focal point was to provide initial sample selection instruction and to initiate final report writing.

From 5 to 30 October 2008 consultant Hannon visited the GBS for his third and last mission. The focal point was the production and dissemination of the first Volume with final results. By the end of October 2008, completely according to planning:

Household Budget Survey 2007/2008 Vol 1: Final results for all 4 strata combined (totals), was released at a press conference on the 28th of October, by the Deputy Director of the GBS, supported by consultant Hannon.

Whilst the GBS was preparing for Volumes 2 and 3, at the end of December 2008 the shocking discovery was made that in some instances unweighted data have been used in Volume 1.

With might and main, the revised figures were produced and thenceforth the following Volumes were envisaged:

- 1- Household Budget Survey 2007/2008 Vol 1 (rev. 1): Final results for all 4 strata combined (totals)
- 2- Household Budget Survey 2007/2008 Vol 2: Final results for all 4 strata combined (the lower 50% and the upper 50%)
- 3- Household Budget Survey 2007/2008 Vol 3: Results per stratum

8. Activities 1 January 2009 – 31 March 2009

In February 2009, Household Budget Survey 2007/2008, Vol 2 was produced and disseminated at a press conference (11 February 2009), at then same press conference, Vol 1 rev 1 was also introduced to the press.

In March 2009, Household Budget Survey 2007/2008, Vol 3 was produced and disseminated at a press conference (16 March 2009)

On Friday 27 March 2009, the draft Administrative Report for the Household Budget Survey 2007/2008 was discussed at a one-day Evaluation Workshop held in Commewijne. The Administrative Report was subsequently corrected and is now available for the relevant GBS staff as part of our institutional memory.

9- SUMMARY AND CLOSING REMARKS

The project which started as part of the program for the “National Population and Housing Census”, fared bad in 2003, which was an all-time low after arson which destroyed premises and raw Census materials, improved in 2004⁹ and produced timely and reliable outputs in 2005 and 2006.

Next to the fact that the present premises of the GBS is much more presentable than the previous premises destroyed by fire, it was a great consolation for the GBS that the arsonists were sentenced in November 2004. The main perpetrator (Franklin Zeeuw) was jailed for 10 years and his accomplices (S. Ameloo and J. Aliboetoe) were jailed for six years each.

The nature of the project changed from a “simple” Population Census Project to a three-pronged intervention: a Population Census (administratively ended in December 2007); an Establishment Census (executed in July 2007 and October 2007 and providing its outputs in November 2007, March 2008 and June 2008) and finally, a Household Budget Survey, the fieldwork of which was concluded in May 2008 and with reports issued in October 2008, February 2009 and March 2009.

A summary of financial information is presented in the annex to this Director’s Report

The period January 2003 - March 2009 is considered a very fruitful period for Official Statistics in Suriname, and thanks are certainly due to GOS and the IDB, for making this possible.

The Director of the General Bureau of Statistics / National Census Officer,
May 2009

Iwan A. Sno

⁹ Following an official request by GOS the original loan was restructured (see Introduction).

FINANCIAL INFORMATION 2003- 2009

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance	Investments 2003	Balance 31/12/2003
IDB (USD)	3,365,000.00	-	3,365,000.00	3,365,000.00	-	-	1,621,266.41	1,743,733.59
GOS (USD)	1,117,000.00	-	1,117,000.00	1,117,000.00	-	-	297,668.08	819,331.92
Total (USD)	4,482,000.00	-	4,482,000.00	4,482,000.00	-	-	1,918,934.49	2,563,065.51

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance	Investments 2004	Balance 31/12/2004
IDB (USD)	3,365,000.00	-	3,365,000.00	1,743,733.59	-	-	1,164,018.67	579,714.92
GOS (USD)	1,117,000.00	-	1,117,000.00	819,331.92	-	-	370,918.19	448,413.73
Total (USD)	4,482,000.00	-	4,482,000.00	2,563,065.51	-	-	1,534,936.86	1,028,128.65

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance	Investments 2005	Balance 31/12/2005
IDB (USD)	3,365,000.00	-	3,365,000.00	579,714.92	-	-	124,474.05	455,240.87
GOS (USD)	1,117,000.00	-	1,117,000.00	448,413.73	-	-	214,654.05	233,759.68
Total (USD)	4,482,000.00	-	4,482,000.00	1,028,128.65	-	-	339,128.10	689,000.55

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance	Investments 2006	Balance 31/12/2006
IDB (USD)	3,365,000.00	-	3,365,000.00	455,240.87	-	-	81,319.89	373,920.98
GOS (USD)	1,117,000.00	-	1,117,000.00	233,759.68	-	-	161,738.40	72,021.28
Total (USD)	4,482,000.00	-	4,482,000.00	689,000.55	-	-	243,058.29	445,942.26

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance	Investments 2007	Balance 31/12/2007
IDB (USD)	3,365,000.00	847,145.00	4,212,145.00	373,920.98	1,221,065.98	-	347,611.39	872,822.68
GOS (USD)	1,117,000.00	131,989.00	1,248,989.00	72,021.28	204,010.28	-	165,038.37	136,494.80
Total (USD)	4,482,000.00	979,134.00	5,461,134.00	445,942.26	1,425,076.26	-	512,649.76	1,009,318.50

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance 31/12/2007	Investments 2008	Expected Balance 31/12/2008
IDB (USD)	3,365,000.00	847,145.00	4,212,145.00	-	872,822.68	872,822.68	138,975.00	734,848.59
GOS (USD)	1,117,000.00	131,989.00	1,248,989.00	-	136,494.80	38,971.91	224,734.02	(185,764.11)
Total (USD)	4,482,000.00	979,134.00	5,461,134.00	-	1,009,318.50	911,794.59	363,709.02	549,084.48

Source of Funds	Original Budget	Additional Funds	New Budget	Available	Available on new Budget	Available Corrected Balance 31/12/2008	Investments up to 31/03/09	Expected Balance 31/03/2009
IDB (USD)	3,365,000.00	847,145.00	4,212,145.00	734,848.59	-	734,848.59	91,414.93	643,433.66
GOS (USD)	1,117,000.00	131,989.00	1,248,989.00	(185,764.11)	-	(185,764.11)	6,594.47	(192,358.58)
Total (USD)	4,482,000.00	979,134.00	5,461,134.00	549,084.48	-	549,084.48	98,009.40	451,075.08

PROJECT COMPLETION REPORT WORKSHOP

PREPARATION OF THE CENSUS
PROJECT 1446/OC-SU

Lancelot A. Busby - Consultant

PROJECT CONTEXT

Some basic characteristics of Suriname

- Sparsely populated country, circa ½ million inhabitants
- Ethnically diverse population
- Population concentrated on coastal areas
- Major concentration in and around Paramaribo
- Independent from Netherlands since 1975

PROJECT CONTEXT

Background demographic situation

A General Census Law of October 1949 created at the time of each census a temporary census bureau with a national census officer appointed by the Governor (now President).

Problem with temporary census bureau!!

- No accumulation of census taking expertise
- National Census officer could be anyone with no expertise in Statistics or Census taking – political appointment.

PROJECT CONTEXT

A new Government elected in May 2000

- Disbanded Central Bureau of Census and located that responsibility in the GBS.

Result of that move:

- Creation of institutional permanency for Census
- Opened the way for the accumulation of census-taking capacity among statistical personnel for the first time in the country.
- Stage set for the attraction of support for the creation of data gathering and analysis capability in GBS.

PROJECT CONTEXT Continued

Further motivation for support to CBS

IADB's willingness to support the CBS after the fire of 2003 in its attempts to ensure the production of good quality data for national use.

APPROACH TO THE EVALUATION

Research Methodology

- Meetings with senior staff members of the GBS, the relevant project personnel of IDB and beneficiaries of the census project, the household budget survey and the establishment census.
- Documentation connected with the project and the copious documentation afforded.
- Meetings with stakeholders external to GBS.

PROJECT DEVELOPMENT OBJECTIVES

Overall objective

The provision of up-to-date, accurate and comprehensive demographic social, economic and cultural data for use by planners and researchers through a strengthened national capacity in collecting, processing and analyzing data.

IMMEDIATE OBJECTIVES

Population and housing census

Immediate objective

1. To plan and execute a General Population Census program and analyze and disseminate its results within two and a quarter years of enumeration.
2. To provide a means to verify the adequacy of the continuous population register of the Civil Registry Office (CBB)

IMMEDIATE OBJECTIVES

Establishment Census

Immediate objective

- To undertake a survey to develop a useable and up-to-date business register in December 2007 depicting the situation as of December 2006.
- Collect better quality baseline data for Establishments Statistics and National Accounts.

IMMEDIATE OBJECTIVES

Household Budget Survey

Immediate objective

- Conduct a Household Income and Expenditure Survey in 6 Districts of Suriname
- Provide representative items and their respective weights for a new basket of goods and services to be priced for an updated consumer price index.

COMPONENTS OF PROJECT ACTIVITIES

The components of the Census are as presented in the table:

Project activities	Amount US\$
Pre-Census enumeration phase	1,638,000
Census enumeration phase	1,420,000
Post-Census enumeration phase	675,000
Sub-total Bank funding (including contingencies and finance charges)	4,482,000
Sub-total Government contribution	
TOTAL COST	

RESULTS

- **Population and Housing Census:**

All activities listed in Table of the previous slide have been well executed and have contributed to an excellent Census. However, there was an estimated undercount of just over 3 percent – this has been observed in Jamaica and Trinidad and Tobago.

The major success factor in this has been the strong leadership in project execution in the GBS, with excellent support from particularly the Census Management Team and with logistical support from IDB as well as with the overall strong discipline of the GBS staff.

RESULTS

- **Establishment Census**

The expected outcome, i.e the collection of data on establishments nationwide, was achieved.

Difficulties

1. Unclear documentation or at worst, no manual of operations was at the core of the problem. This compromised the quality of some of the work.
2. Difficulties in the communication of new requirements of the funding agency resulted in delays in the release of funds.

Nevertheless, now there is a register of Establishments that is superior to the Registers of the Electricity Company, Chamber of Commerce, Utility Companies and other registers that had been used for many years as a sampling frame.

RESULTS

- **Household Budget Survey**

The objective of measuring of total household consumption by major expenditure groups and items for the purpose of compiling the Retail Price Index was met.

Work is well underway to produce a new Retail Price Index in the first half of 2009.

VERIFIABLE OUTPUTS - I

Components (Outputs):	Key Output Indicators:	
<p>1. Component 1 Census of Population and Housing</p> <p>Total cost of Component US\$ 4,482,000</p> <p>Government Counterpart: US\$ 1,117,000</p> <p>IDB: US\$ 3,365,000</p> <p>IDB Disbursement: % unknown until final accounts are produced.</p> <p><u>Classification:</u> Highly Satisfactory</p>	<p><u>Planned Outputs</u></p> <ol style="list-style-type: none"> 1. Census preliminary results 2. Census reports & CDs 3. Digitized EDs and micro data 4. Trained census staff 5. Computers installed 6. Permanent Census Unit formed at GBS 	<p><u>Outputs Achieved</u></p> <p>Planned outputs as in previous column .</p>

VERIFIABLE OUTPUTS - II

Of which	<u>Planned Outputs</u>	<u>Outputs Achieved</u>
<p data-bbox="235 464 693 505">Establishment Census</p> <p data-bbox="186 521 720 870">Total cost of Component 2: US\$653,000, Counterpart: US\$ 130,565 IDB: US\$ 522,264 IDB Disbursement:% unknown until final accounts are produced.</p> <p data-bbox="210 1008 737 1049"><u>Classification:</u> Satisfactory</p>	<ol data-bbox="768 464 1318 773" style="list-style-type: none"> 1. A high-quality census report 2. Data on establishments by type of economic activity for use as sample frame 	<p data-bbox="1486 464 1755 505"><u>End of Project</u></p> <p data-bbox="1346 521 1892 618">The outputs planned as in previous column</p>

VERIFIABLE OUTPUTS - III

Of which (2)	<u>Planned Outputs</u>	<u>Outputs Achieved</u>
<p>Household Budget Survey</p> <p>Total cost of Component 3: US\$354,000</p> <p>Counterpart: US\$ 88,500</p> <p>IDB: US\$ 265,500</p> <p>IDB Disbursement: :% unknown until final accounts are produced.</p> <p><u>Classification:</u> Satisfactory</p>	<ol style="list-style-type: none"> 1. A measurement of total household consumption expenditure 2. Relevant components of household expenditure 3. Weighting diagram for revised Retail Price Index 	<p>All planned outputs as presented in previous column</p>

PROJECT COSTS – BOTTOM LINE

Census of Population and Housing

Total Project Cost - Planned (US\$)	Total Project Cost - Actual (US\$000)	% Difference
Census of Population and Housing Total cost of Component 1: US\$ 4,482,000 Counterpart: US\$ 1,117,000 IDB:US\$ 3,365,000 IDB Disbursement: %	Actual figure not yet available	Cannot be computed until final accounts are available. Will be presented in PCR document.
Differences between planned and actual expenditure can be discussed only after the final accounts have been produced.		

PROJECT IMPLEMENTATION

Analysis of critical factors

Major success factors regarding the conduct of the Population and Housing Census

- The success of the Seventh Population and Housing Census of Suriname was due in no small way to the leadership within GBS and the successful Public Awareness campaign.
- Suriname is much richer in terms of self-awareness as a result of the data collected in the Census.

PROJECT IMPLEMENTATION

Analysis of critical factors - I

- Critical factors regarding the Establishment Census

Logistical problems

- Unlike the Population Census, some of the assumptions did not hold. For example, while the same methodical approach that characterized the Population Census was taken, the timely flow of funding from the funding agency put pressure on the Census Office to adopt less-than-optimum measures to get the work done.

PROJECT IMPLEMENTATION

Analysis of critical factors - II

- In the absence of a pilot survey, internal role play and makeshift arrangements to elicit feedback had to be resorted to. This compromised the quality of the data collected.
- A halting flow of funding accounted for increased expenditure on field work and contributed to a challenge to the morale of the teams of interviewers.

Although the planned outcomes were realized, quality of the data collected was not as high as was planned for.

PROJECT IMPLEMENTATION

Analysis of critical factors - III

Critical factors regarding the Household Budget Survey.

Logistical problems

- Similar to the case of the Establishment Census, the Household Budget Survey suffered from problems of timeliness in the disbursement of funding to pay for imminent activities. Government had to provide funding urgently.

The resultant quality issues were also real in this case.

BANK PERFORMANCE

- Overall, the performance of both the IDB and the GBS was of a high standard, with cordial relations being the order of the day in spite of moments of anxiety and tension between the Bank and the GBS. Every attempt was made to proceed smoothly, even when the GBS had to use Government funding to get a job of work done because the IDB's release was late in coming.
- Procurement and the release of funds earned the IDB a relatively poor mark in this area of its work in the project.

SUSTAINABILITY

Internal factors

- Continued strong leadership and effectiveness of GBS;
- Continued official support of the work of the GBS and its function of integrator of all statistical initiatives in the nation;
- A heightened outreach of the GBS to the user community to ensure full understanding of its work and the data available.

External factors

- The continued image of the GBS as a professional organization.

RISKS TO SUSTAINABILITY - I

External risks

- A reversal of policy stance by a new government. If a new government were persuaded that census-taking is costly and not important, the present Census effort as an investment in Suriname would come to nothing.
- Another potential risk lies in the effect that a short-term view of data collection and the role of the Bureau of Statistics can have on official decisions on support to the Bureau of Statistics.
- The pursuit of the idea of a survey of government employees extrapolated by questionable means to act as a proxy to a population census.

RISKS TO SUSTAINABILITY - II

Internal risks

- The Bureau of Statistics may lose the experience and expertise gained in the Census project by if it does not engage in more data collection exercises that utilize the expertise gained from the present project.
-
- The GBS will lose the authority to conduct censuses like the population census in future if it does not satisfy the user community that it is disseminating effectively the census and survey findings and does not foster research based on the Census findings with the usual confidentiality cautions. Anonymization of data can be employed to preserve confidentiality of persons enumerated.

RISKS TO SUSTAINABILITY - III

Internal risks

- The GBS will lose its image as relevant if it discontinues the monthly publication of the Data availability Index.

MAJOR CONTRIBUTION OF IADB

Institutional capacity at GBS

- Because of the project there now exists a substantial capacity at the Bureau of Statistics to engage in effective data collection, unparalleled by any similar capability in the past.
- In light of the experience gained, GBS is now technically prepared for the 2011 census.

LESSONS LEARNED -I

Project focus

- Outside the scope of any of the above three activities is the fact that the project might have lost focus upon the discovery that there remained a substantial budget surplus.
- The addition of the Establishment Census and the Household Budget Survey added so easily upon request changed the view of the project somewhat.
- The granting of two other exercises under the same project name approached budgetary support to the GBS and is not seen as something to be repeated in the future in a project.
- A project is a definitive intervention for a finite pre-agreed period of time during which an objective is pursued.

LESSONS LEARNED - II

Models to follow

- The applicability of the model selected for the Suriname census was a good fit considering the nature and size of the population, unlike some large countries where either the large sample selection or outsourcing modalities may be effective .

Implementation

- In the light of the problems of late release of project funds, it may be necessary for IADB to prepare and bring to the table a definitive set of guidelines for project execution (operating regulations) and for Censuses.
- It would be useful for the ABS, local specialists and Development Agencies to get together to discuss the form that the 2011 census should take and be guided accordingly.
- The IDB should refrain from taking “short cuts” to the internal processes of the organization, such as the addition of the two extra projects without formal project documents.

ACKNOWLEDGEMENTS

- I WOULD LIKE TO THANK THE FOLLOWING:
- IADB, for asking me to be a part of the evaluation process
- GBS for agreeing with that invitation
- All personnel interviewed by me
- All GBS staff who assisted me at all times.
- Thank you!!